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Report of the United Nations High Commissioner for Refugees

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Official Records • Fiftieth Session
Supplement No.12 (A/50/12)

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CHAPTER I

INTRODUCTION

1. During 1994 and the first quarter of 1995, the Office of the United Nations High Commissioner for Refugees (UNHCR) continued its efforts to bring protection and assistance to refugees and returnees and to the increasing numbers of internally displaced persons and other affected populations it had been called upon to assist. The massive new exodus of over 2 million refugees from Rwanda cast a deep shadow over the period under review. A number of other regions, including the former Yugoslavia, the Transcaucasus, the Horn of Africa and parts of western Africa, continued to suffer from massive population displacements, while a major new crisis erupted in the northern Caucasus. These tragic events were offset by new or continued repatriation movements as possibilities for solutions, albeit sometimes fragile, presented themselves in various parts of the world.

2. World wide, the refugee population had decreased to under 15 million by the end of 1994. That decrease was offset, however, by an increase in the total number of persons considered to be of concern to UNHCR, which rose to some 28 million, including over 5 million internally displaced persons, 3.4 million others of humanitarian concern, predominantly populations affected by conflict, and, more positively, some 4 million returnees requiring assistance to re-establish sustainable reintegration in their countries of origin. Those figures were reflected in a strengthened focus by the Office on work in countries of origin.

3. In providing protection and assistance during 1994 and the first quarter of 1995, UNHCR continued to implement its strategy of preparedness, prevention and solutions. It has aimed to assure a level of preparedness so as to respond rapidly to emergencies; to provide assistance and protection in such a way as to avert, where possible, the occurrence of new refugee flows; and to promote concerted efforts to achieve durable solutions to refugee problems, notably through voluntary repatriation. The challenge of this strategy is to combine the traditional activities of protection and assistance with more innovative approaches to refugee problems.

4. In the pursuit of this threefold strategy, UNHCR has been guided by the concerns of the Economic and Social Council to ensure the effectiveness of interventions and the durability of results by making sure that its activities, especially in complex emergency situations, are coordinated with those of the rest of the United Nations system. As the High Commissioner has frequently stated, a strategy of prevention, preparedness and solutions can only succeed to the extent that UNHCR draws in Governments, United Nations agencies, and intergovernmental and non-governmental organizations.

5. Throughout the period under review, UNHCR continued to consolidate its capacity to respond to emergencies both through internal arrangements and external stand-by mechanisms. Faced, however, in the Great Lakes region of Africa, with the most severe refugee crisis in its history, the Office was again challenged to innovate. It appealed to donor Governments to go beyond their normal role of providing financial support and to assume operational responsibility for various critical assistance sectors through the deployment of resources drawn largely from their military and civil defence establishments. The positive impact of that new approach has led UNHCR into a process of consultation with Governments in order to determine how such self-contained

"service packages" can best be used to further enhance response to large-scale emergencies.

6. In 1994 and the first quarter of 1995, solutions were found for large numbers of refugees. Over 1.7 million refugees returned to their countries of origin, most notably to Mozambique, Afghanistan and Myanmar. Solutions continued to be consolidated in a number of other regions, especially in Central America, where the process launched by the International Conference on Central American Refugees was brought formally to a close in June 1994, and in South-East Asia with the agreement of the Steering Committee of the International Conference on Indo-Chinese Refugees to aim for the completion of activities under the Comprehensive Plan of Action by the end of 1995.

7. Solutions to complex, refugee-producing emergencies require concerted efforts in which humanitarian activities are complemented by both political initiatives to resolve conflict and development efforts to ensure a sustainable livelihood for the most severely affected areas and people. The Office has continued to reinforce its community-based approach to reintegration assistance and has pursued discussions with other departments and agencies, particularly the Department of Humanitarian Affairs of the United Nations Secretariat and the United Nations Development Programme (UNDP), on how institutional gaps can be bridged so as to ensure a meaningful "continuum from relief to development". It has also sought to strengthen its relationship with the financial institutions, notably the World Bank. Different mandates, institutional cultures, and funding structures and procedures are among the obstacles that continue to hamper optimal collaboration in this area.

8. The Office has also continued to advocate strategies which could pre-empt refugee-producing situations. It has strengthened its institution-building activities in various parts of the world and, at the request of the Secretary-General, has continued or expanded its involvement in assisting and seeking solutions for groups of internally displaced persons. In 1994, the Office launched a process to develop a comprehensive approach to the problems of refugees, returnees, displaced persons and migrants in the countries of the Commonwealth of Independent States and relevant neighbouring States.

9. In elaborating its protection and assistance programmes, UNHCR has continued to give special emphasis to policy issues identified as priority areas by the Executive Committee and by the Economic and Social Council. Special attention has been paid to ways of strengthening the ability of the Office to respond to the particular needs of refugee women and children. In addition, increased attention has been given to the environmental impact of the large-scale presence of refugees in countries of asylum.

10. In 1994, UNHCR received a total of $1.07 billion in voluntary contributions towards its General and Special Programmes. By 31 March 1995, a total of $281 million had been received against General and Special Programmes requirements amounting to $1.29 billion.

CHAPTER II

INTERNATIONAL PROTECTION

A. Introduction

11. The core functions of UNHCR remain those assigned by its 1950 Statute: providing international protection to refugees and seeking permanent solutions to their problems by assisting Governments to facilitate their voluntary repatriation or their integration into local communities. The Statute of the Office, contained in the annex to General Assembly resolution 428 (V) of 14 December 1950, provides the legal basis for its functions. In the 45 years since adoption of the Statute, the day-to-day work of the Office has also been reinforced and guided by conclusions and decisions of the Executive Committee of the High Commissioner's Programme.

12. The most basic need of refugees remains access to safety. Recognizing that the Office of the High Commissioner cannot act alone in ensuring refugee protection, the Statute calls on Governments to cooperate with the Office in taking steps to protect refugees; granting them admission is cited by the Statute as a basic step in extending such protection. The granting of asylum and the principle of non-refoulement, or not returning refugees to danger, remain both the legal and the moral foundations of international protection. A total of 128 States are now parties to the 1951 Convention relating to the Status of Refugees, its 1967 Protocol, or both; 42 States are parties to the 1969 Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa; and the majority of Latin American States adhere to the principles of the 1984 Cartagena Declaration on Refugees.

B. Protection in its current context: asylum, solutions and prevention

13. The sheer scale of recent humanitarian crises and their brutal nature, which have provoked the deep concern of the international community, have also attracted renewed attention to refugee protection needs. In particular, the challenges of refugee protection in the context of internal strife of a persecutory character, the militarization of refugee camps, pressures for repatriation under conditions which do not promote sustainability, and the compelling needs of internally displaced persons have come to the fore.

14. Those challenges have underscored the need to preserve and strengthen international commitment to asylum, while also prompting the exploration of different models of protection and solutions. Such concerns were clearly reflected in the deliberations of the Executive Committee of the High Commissioner's Programme at its forty-fifth session, held at Geneva from 3 to 7 October 1994.

15. The Note on International Protection presented to that session 1/ examined the fundamental concept of international protection and underscored meeting that need as the guiding principle for the action of the High Commissioner and of the international community on behalf of refugees. It reviewed the foundations of refugee protection in human rights principles and the international legal framework which provides the basic tools of protection, and considered ways of meeting the needs of persons of concern to the Office, including those outside the scope of the 1951 Convention and its 1967 Protocol. In so doing, it gave

particular consideration to temporary protection as a pragmatic tool for meeting urgent protection needs in situations of mass influx.

16. The Executive Committee expressed its deep concern and preoccupation with the immense human suffering and loss of life in recent crises and the scale and complexity of current refugee problems, and deplored the incidence of armed attack and of murder, rape and other violations of fundamental rights, as well as refoulement and denial of access to safety. It called on States to uphold and strengthen asylum as an indispensable instrument for the international protection of refugees, and stressed the importance of international solidarity and burden-sharing in assisting countries, in particular those with limited resources, that receive and care for large numbers of refugees and asylum-seekers.

17. The Executive Committee noted that a large number of persons in need of international protection had been forced to flee or to remain outside their countries of origin as a result of danger to their life or freedom brought about by situations of conflict. It recognized the desirability of exploring further measures to ensure international protection to all who need it, encouraged the High Commissioner to promote international cooperation in that regard and noted the value of temporary protection in providing a pragmatic and flexible response to mass influx.

18. The granting of asylum is the basis of temporary protection. The fundamental elements of temporary protection remain those of international protection generally, namely, admission to safety, respect for the basic rights of refugees, and their non-refoulement.

19. One premise upon which temporary protection is based is the expectation of resolving, within a reasonable period of time, the underlying cause of the outflow. UNHCR has indicated that temporary protection must not be unduly protracted before more permanent status is granted to the victims, in situations in which the grounds for flight have not been resolved. In addition, UNHCR has emphasized that the beneficiaries of temporary protection are, in many cases, refugees within the meaning of the 1951 Convention relating to the Status of Refugees. Persecution, and a lack of effective protection against persecution, can take place during a civil war, in international armed conflict, or in peacetime. Many beneficiaries of temporary protection have fled their countries because of well-founded fear of persecution for reasons set forth in the Convention, which may have found expression in military action targeting particular ethnic or religious groups.

20. As requested by the Executive Committee, UNHCR continues to explore further this form of protection and to take the lead in providing guidance on its application.

21. In addition to its efforts to ensure that asylum is granted to all those who need it, UNHCR seeks the strongest support of the international community and international, intergovernmental and non-governmental organizations for the promotion of conditions which would make voluntary repatriation of refugees possible and sustainable, and it continues to advocate strategies which could pre-empt refugee-producing situations. The range of actors who must cooperate in such comprehensive approaches, the degree of political commitment needed, and the relative absence of media and public interest in situations which have not yet engendered significant outflows remain obstacles to concerted efforts at prevention.

22. Nevertheless, UNHCR continues to promote, wherever possible, strategies which may contribute to stabilizing fragile situations and attenuating the underlying causes of refugee flows. These activities are consistent with the general conclusions of the Executive Committee at its forty-fourth session 2/ calling on UNHCR to consider, in cooperation with other concerned bodies, further activities in the context of comprehensive approaches to displacement.

23. In this connection, and further to General Assembly resolution 49/173 of 23 December 1994, UNHCR is engaged in preparations for a conference to address the problems of refugees, returnees and displaced persons in the countries of the Commonwealth of Independent States and relevant neighbouring States.

24. Both within this conference process and more generally, in relation to other regions, the Office is devoting greater attention to the problem of statelessness. If effective national protection of stateless persons is not ensured, they, too, may join the ranks of the displaced. The denial of rights and expulsion of minorities is a recurrent theme in displacement, and the prevention and reduction of statelessness is a significant aspect of securing minority rights. The Executive Committee, at its forty-fifth session, called on UNHCR to strengthen its efforts in this domain.

25. Collaboration with the human rights initiatives and mechanisms of the United Nations system is an increasingly important component of both preventive and solution-oriented efforts. Addressing the fifty-first session of the Commission on Human Rights, held at Geneva from 30 January to 10 March 1995, the High Commissioner underlined the close link between human rights abuses and the causes of refugee movements. She drew particular attention to international efforts to establish a more effective operational capacity of the United Nations in human rights through intensified field operations in several areas, and also to the establishment of international tribunals to prosecute the perpetrators of grave violations of human rights and humanitarian law. The High Commissioner pointed out that UNHCR's actions on behalf of refugees, returnees, and, increasingly, internally displaced persons also contribute to the advancement of human rights.

26. An important aspect of the current challenge to provide protection to all who need it and to prevent and resolve refugee flows relates to UNHCR's increasing level of involvement with internally displaced persons. The Executive Committee, at its forty-fifth session, adopted a conclusion on internally displaced persons, 3/ which, recognizing that the plight of such persons is a matter of grave humanitarian concern, noted that the many and varied underlying causes of involuntary internal displacement and of refugee movements are often similar and may call for similar measures with respect to prevention, protection, humanitarian assistance and solutions. The Executive Committee, emphasizing that the primary responsibility for the welfare and protection of internally displaced persons lies with the State concerned, called on Governments to ensure safe and timely humanitarian access to persons in need of protection and assistance, including internally displaced persons and victims of armed conflict, as well as refugees within their territories. The Executive Committee further emphasized that activities on behalf of internally displaced persons must not undermine the institution of asylum, including the right to seek and enjoy in other countries asylum from persecution. The continued appropriateness of General Assembly resolution 48/116 of 20 December 1993 as a framework for the High Commissioner's involvement in respect of internally displaced persons was recognized.

C. Securing the rights of refugees

27. UNHCR remains concerned about actions in various regions which might undermine the right to seek and enjoy asylum and the principle of non-refoulement. While the overwhelming majority of countries continue generously to receive persons in need of international protection, many in spite of difficult domestic conditions, both legal and practical obstacles continue to inhibit access for asylum-seekers. These include the imposition of carrier sanctions and visa requirements; restrictive interpretations of refugee criteria which serve to exclude some of the most deserving cases from recognition; xenophobic attitudes and actions which undermine the protection implicit in the granting of asylum, and pressures to hasten the repatriation of refugees, notwithstanding inadequate security and poor prospects for both the safety and sustainability of return. UNHCR continues to intervene with the authorities in cases in which refugees are denied the protection they require, and to lend its expertise, where required, in support of related doctrinal and legal questions.

28. The Office remains committed to elaborating more detailed guidelines on the provision of temporary protection in cases of mass influx. At the same time, however, the complexity of certain situations has raised basic questions regarding the interpretation of the refugee definition in the 1951 Convention. It seems clear from the travaux préparatoires and from the historical context that the Convention's provisions were intended to be given an interpretation consistent with the generous spirit in which they were conceived. The refugee definition was meant to have an inclusive, rather than a restrictive meaning, in accordance with the fundamental objective of providing international protection to those lacking effective national protection, through the recognition of their refugee status.

29. UNHCR has also continued its efforts to ensure the physical security of refugees. Following the emphasis placed by the Executive Committee and the High Commissioner on the need to ensure the personal security of refugees and, in particular, the conclusion adopted by the Executive Committee at its forty-fourth session on refugee protection and sexual violence, 4/ which called on the High Commissioner to monitor, prevent and redress violations in this regard, UNHCR issued, on 8 March 1995, a publication entitled "Sexual violence against refugees: guidelines on prevention and response". Through these means, UNHCR seeks to highlight a global and massive form of violation of the human rights of refugee men, women and children. In doing so, UNHCR also hopes to dispel the view that such forms of violence can be tolerated as an inevitable by-product of war or ignored as a personal matter for the refugee alone to handle.

D. Promotional activities

30. During the period under review, the Solomon Islands acceded to the 1951 Convention relating to the Status of Refugees, and Dominica acceded and the former Yugoslav Republic of Macedonia succeeded to both the 1951 Convention and its 1967 Protocol, bringing the number of States Parties to one or both instruments to 128.

31. UNHCR's promotional activities sought to strengthen knowledge and understanding of refugee issues, as well as to foster the effective implementation of international legal standards on behalf of refugees, returnees and other persons of concern to UNHCR, including through their incorporation into national legislation and administrative procedures. To this end, the Office organized courses on refugee law and protection for government officials,

implementing partners and other non-governmental organizations in all regions of the world. UNHCR's operational involvement in new types of situations has resulted in an increase in the number of training activities organized jointly with regional bodies, other international organizations and non-governmental partners, as well as a widening of the scope of those courses to include international humanitarian and human rights law.

32. At the regional level, two important events in the field of promotion took place at the end of 1994. The commemorations of the twenty-fifth anniversary of the adoption of the Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa and the tenth anniversary of the Cartagena Declaration on Refugees included the convening of a symposium for the former and a colloquium for the latter, both of which were well attended and allowed for in-depth discussion on a wide range of issues related to refugee protection.

33. The protection responsibilities of UNHCR include protecting the human rights of refugees, returnees and other displaced persons of concern to the Office. UNHCR is therefore closely following developments in the field of human rights within the United Nations system and is cooperating with its human rights mechanisms. The crucial link between the human rights system and the protection of refugees serves a dual purpose. On the one hand, it assists the Office in raising awareness of the relationship between refugee issues and broader human rights concerns, particularly those related to the right to seek and enjoy asylum and the right to freedom of movement, which includes "the right to return" and "the right to remain". Other rights of special interest to the Office are related to protection of women and children. On the other hand, strengthening collaboration between UNHCR and the human rights bodies enhances the ability of the United Nations as a whole to address complex humanitarian problems in a more comprehensive manner. In addition, international human rights instruments constitute helpful terms of reference to strengthen the protection of refugees in accordance with the protection mandate of UNHCR.

34. During 1994, UNHCR was increasingly involved in the work of the human rights treaty bodies and other human rights mechanisms, through sharing of information, exchange of views and promotion of human rights standards. UNHCR established an active collaboration with the High Commissioner for Human Rights, especially at the level of field operations. In addition, UNHCR actively contributed to the work of the Subcommission on Prevention of Discrimination and Protection of Minorities and the fifty-first session of the Commission on Human Rights. Ongoing contacts with human rights working groups, rapporteurs, experts and monitors are also an integral part of the approach of UNHCR to bridge human rights concerns with the protection of refugees.

35. In fulfilling its responsibility to provide international protection to refugees, UNHCR must have access to credible and trustworthy information on countries that are the sources of population displacements. Authoritative information supports decision and policy-making processes and ensures that the actions taken by the Office are both readily defensible and oriented to effective solutions.

36. The Centre for Documentation on Refugees (CDR) acts as the information resource arm of the Division of International Protection. It provides users with a broad and relevant collection of refugee literature, legal and country of origin information. Its acquisitions policy reflects, in the main, literature and documentation on refugees and durable solutions for refugees; human rights

violations; advocacy and remedies; minorities and displaced persons; and law, practice and opinion.

37. In order to ensure access to information on refugees, the CDR began over ten years ago to develop a refugee literature database. There are currently 14 databases, known collectively as REFWORLD, which include country reports and United Nations documentation in full text, case law, instruments, legislation, media and an on-line thesaurus. REFWORLD was scheduled to be available over the INTERNET in April 1995 and to appear as a CD-ROM.

CHAPTER III

ASSISTANCE ACTIVITIES

A. Major trends in assistance

1. General and Special Programmes

38. UNHCR divides its assistance programmes into two broad categories: General Programmes (including a Programme Reserve, a General Allocation for Voluntary Repatriation and an Emergency Fund) and Special Programmes. In the context of the preparation of the United Nations Medium-Term Plan 1998-2001, UNHCR is seeking to assure consistency in the way its programmes are presented to the Executive Committee and in the Medium-Term Plan.

39. Expenditure in 1994 amounted to $390.7 million under General Programmes and $776.1 million under Special Programmes. Some 31.5 per cent of the Special Programmes pertained to UNHCR's programme of humanitarian assistance in the former Yugoslavia and a further 31 per cent to the Burundi/Rwanda emergency operation. Other important expenditures concerned the Mozambique repatriation programme and the Comprehensive Plan of Action for Indo-Chinese Refugees.

40. Total voluntary funds expenditures related to 1994 activities amounted to $1,166.8 million. In addition, expenditures relating to a portion of administrative support costs at headquarters and amounting to $23.6 million were covered by the United Nations Regular Budget contribution to UNHCR. Detailed information on expenditure levels for each country or area programme is given in table 1.

41. The initial 1995 General Programmes target approved by the Executive Committee in October 1994 was $415.4 million. That amount was subsequently increased by the Executive Committee at its meeting of 17 January 1995 to $428.7 million, which includes $14 million as a Programme Reserve, $20 million for the General Allocation for Voluntary Repatriation and $25 million for the Emergency Fund. Projections for 1995 under Special Programmes amounted to $866 million, of which some $290 million pertained to the Burundi/Rwanda emergency and some $191 million to the former Yugoslavia.

2. Types of assistance

(a) Emergency preparedness, response and assistance

42. As a result of UNHCR's efforts since 1991, its stand-by capacity to meet emergencies has reached a high level. Thus, during the period under review, the emphasis was on maintaining and improving established stand-by arrangements rather than increasing their number.

43. During 1994 and the first quarter of 1995, UNHCR's emergency response teams were deployed to 17 operations. The five senior Emergency Preparedness and Response Officers (EPROs), who are on stand-by at all times to lead emergency teams or to undertake specific emergency assignments, were deployed for 737 workdays; the 11 emergency administrative staff were deployed for 2,345 workdays. They were complemented by over 20 staff drawn from UNHCR's internal emergency roster, who were normally deployed for two-month periods during the initial phase of emergency operations. United Nations Volunteers has

emerged as the largest supplier of seconded staff to UNHCR's emergency teams, with 77 volunteers being deployed to nine countries. Another staffing arrangement which has worked very well is with Rädda Barnen International (Sweden), which seconded eight community services officers to UNHCR's emergency teams during the period under review. That arrangement, inter alia, has made it possible for UNHCR to ensure that the needs of women, children and other vulnerable groups are given attention from the initial phase of an emergency. Other agencies with stand-by arrangements for staff secondment, such as the Danish and Norwegian refugee councils, the Centers for Disease Control (United States) and Red R (United Kingdom), were also used extensively; a new stand-by arrangement with Red R (Australia) was being negotiated.

44. UNHCR's central emergency stockpile was used heavily during the period under review. Additions were made to the stock level of items such as vehicles, plastic sheeting and blankets. Thanks to the emergency stockpile, UNHCR was able, for example, to deliver within a 10-day period sufficient non-food items for some 250,000 refugees at the onset of the influx into Goma, Zaire. The stockpile of staff support equipment was also found to be indispensable in the various locations where emergency operations were established, given the often poor facilities in those places. UNHCR gave the Commission on Human Rights access to its stock of field survival kits for the Commission's human rights monitors assigned to Rwanda. At the height of the emergency operation in Ngara, the United Republic of Tanzania, UNHCR also called on its stand-by arrangements with the Swedish Rescue Services Board to assist with the construction of office accommodation. Also under a stand-by arrangement, a fleet of 30 trucks with drivers from the Russian governmental agency EMERCOM was deployed to the Ngara operation.

45. UNHCR continued to provide regional emergency training to non-governmental organization partners, government counterparts and UNHCR staff. In 1994, emergency management training programmes were conducted in Botswana, Turkey and Thailand for some 110 participants. The training course for UNHCR internal staff on stand-by for emergency deployment was further improved; of the 50 staff who received training, most were eventually deployed to emergency operations. Further attention is being given to sharpening the management and leadership skills of the EPROs who lead the emergency teams during the initial phase of an emergency.

46. In spite of these arrangements, UNHCR's response capacity was fully taxed by the unprecedentedly large refugee movements in the Great Lakes region of Africa. Major emergency resources were deployed to the United Republic of Tanzania, Zaire, Burundi, Uganda and Rwanda. However, given the extent of the needs and the fact that substantial resources had already been depleted by preceding emergencies, UNHCR found it necessary to appeal to Governments for assistance beyond its traditional resources in order to meet the initial critical needs of the more than 1 million Rwandese refugees who fled their country in July 1994.

47. The innovative form in which this assistance was sought came to be known as "service packages". UNHCR proposed eight service packages to Governments: airport services, logistics base services, road servicing and road security, site preparation, provision of domestic fuel, sanitation facilities, water management, and airhead management. These packages were provided by various Governments by rapidly mobilizing military or civil defence capacities to complement UNHCR's own resources. As a result of this generally positive experience, and at the request of the Executive Committee, UNHCR undertook a study to define and develop further the modalities for deployment of such

self-contained assistance packages in future major emergencies. An informal consultation convened by UNHCR considered this study on 3 April 1995 and an informal process has been launched to consider further the broader questions relating to preparedness for emergencies. UNHCR is coordinating closely with and participating in related initiatives sponsored by the Department of Humanitarian Affairs of the United Nations Secretariat.

48. Emergency assistance provided by UNHCR in 1994 amounted to $273.4 million, representing some 23 per cent of UNHCR expenditure under all sources of funds. In the provision of such assistance, UNHCR was anxious to assure a smooth transition from relief to development. Ways to assure such a transition are under consideration in inter-agency discussions on the continuum from relief to development.

(b) Care and maintenance

49. After the emergency phase of a refugee operation, the basic needs of the refugee population are covered by activities described as care and maintenance. During 1994, $536.8 million, or 45 per cent of UNHCR's expenditure under all sources of funds, were spent on care and maintenance activities.

50. The largest programme related to the former Yugoslavia ($222.7 million). In Africa, sizeable programmes continued in Kenya ($30.5 million), Guinea ($15.3 million) and Malawi ($14.2 million). Other large programmes were in Pakistan ($19.4 million), Bangladesh ($15.8 million), Hong Kong ($12.3 million) and Thailand ($12 million).

(c) Voluntary repatriation

51. Negotiations and events under way in many areas provide continued grounds for hope that voluntary repatriation, the preferred durable solution, can soon become a reality for a large number of the world's refugees. During 1994, $173 million were spent on voluntary repatriation under all sources of funds. The bulk of this expenditure was under Special Programmes. Of the modest expenditure ($21.3 million) under General Programmes, some $16.1 million were incurred under the General Allocation for Voluntary Repatriation; this General Allocation has proven to be a valuable funding mechanism for addressing, under certain conditions and in an expeditious manner, opportunities for voluntary repatriation.

52. Of the 1.7 million refugees who returned, most notably to Mozambique, Afghanistan, Togo and Myanmar, some 670,000 were assisted directly by UNHCR. Initiatives to ensure the durability of voluntary repatriations are described below (paras. 75-79).

(d) Local settlement

53. In situations in which voluntary repatriation is not an option in the foreseeable future, local settlement of refugees within the host country may be a viable possibility. Pending their repatriation, refugees are, where possible, assisted through specific projects aimed at promoting their socio-economic self-reliance and local integration, thus enabling UNHCR to phase out its assistance on a progressive and sustainable basis. Such projects fall, for the most part, into two broad categories - agricultural and non-agricultural.

54. Local settlements may be organized or spontaneous. In rural areas, organized schemes are being developed in countries such as the Central African Republic, China, Ethiopia, Mexico, the United Republic of Tanzania and Zaire. Spontaneous settlements in local host villages are supported in Benin, Côte d'Ivoire, Ghana, Guinea and Senegal. Assistance to urban refugees is provided in many countries, including Brazil, Kenya, Senegal and some European countries. In view of the degree of self-sufficiency achieved, it was planned to phase down local settlement assistance in a number of countries in 1995.

55. Expenditures in 1994 for local settlement, under all sources of funds, amounted to some $111.3 million.

(e) Resettlement

56. In 1994, UNHCR sought resettlement for some 58,860 persons, with an additional 20,000 places offered for temporary protection and resettlement for refugees from former Yugoslavia. Resettlement places were identified for 34,640 refugees, representing a 41 per cent shortfall against forecast needs, as compared to the 1993 shortfall of 39 per cent.

57. From the beginning of the operation in June 1991 until 28 February 1995, 12,629 Iraqis in Saudi Arabia, out of an initial 31,828, were resettled, mainly in the United States and the Islamic Republic of Iran. A further 1,136 had been accepted for resettlement and were in the process of being transferred to their respective receiving countries.

58. Resettlement requirements for refugees from the Middle East exceeded those of other regions, with some 22,500 places required for 1995. Over 2,143 Iranian and Iraqi refugees were resettled from Turkey in 1994; requirements for 1995 were estimated at 1,300. UNHCR continues to promote burden-sharing for this caseload.

59. In former Yugoslavia, from the beginning of the emergency operation in October 1992 to the end of 1994, 26,304 persons, mainly from Bosnia and Herzegovina, were enabled through UNHCR programmes to move to third countries for resettlement or temporary protection. In addition to ex-detainees and their dependants, the operation included victims or witnesses of violence/torture, those with medical problems and persons in acute need of protection. The initial international response to the High Commissioner's appeal was positive, with 26 Governments offering places for temporary protection or resettlement. In recent months, however, more restrictive trends have become apparent.

60. Major resettlement efforts in Africa focused on refugees from and located in the Horn of Africa, notably Somalis. In West Africa, Liberian refugees continued to receive resettlement assistance, mainly for family reunification. In 1994, a total of 6,964 Africans were resettled, mostly in Nordic countries, and in the United Kingdom and the United States. Extraregional resettlement efforts for African refugees aim primarily at reuniting families. A smaller number of resettlement places is required, predominantly for selected individuals whose physical security is threatened, or for vulnerable refugees for whom resettlement remains the only suitable, durable and humane solution. UNHCR projected a need for some 8,650 third-country resettlement places for African refugees in 1995.

61. The resettlement of Vietnamese and Lao refugees under the Comprehensive Plan of Action for Indo-Chinese Refugees was scheduled to be completed by early 1995. A total of 7,018 Vietnamese and 6,187 Lao were resettled under the

programme during 1994. Although a target date for final resettlement offers was set for the end of December 1994, there were still 1,088 Vietnamese without firm resettlement acceptances by then. Despite the participation of many Governments in this camp clearance exercise, broader participation and increased flexibility on the part of the countries of resettlement are needed to successfully complete this operation.

B. Programme themes and priorities

62. In all the phases of its assistance cycle, UNHCR continues to institutionalize its particular concerns with regard to refugee women and children and to the environment, and to integrate these special needs into its programme planning and implementation. The three areas have been singled out by the Executive Committee as programmatic priorities. In 1994, the Executive Committee, through an informal Working Group on Refugee Women and Refugee Children, looked into the diversity and persistent character of certain obstacles hampering the protection of refugee women and children. The Executive Committee endorsed the special initiatives called for in the report of the Working Group. The Office also continues to explore ways to address the environmental impact of refugee movements.

63. In addition, in its efforts to ensure the durability of voluntary return movements, UNHCR continues to seek to interest Governments, development agencies and financial institutions in improving the infrastructure in areas of return often devastated by war. The theme of the continuum from relief to development was the subject of a number of deliberations in the Subcommittee on Administrative and Financial Matters during the period under review.

1. Refugee women

64. The Working Group on Refugee Women and Refugee Children recommended, inter alia, that staff members or consultants with specific expertise should be systematically engaged to ensure that the particular problems affecting refugee women are addressed within overall programme planning. It has thus been decided to create four new posts of Regional Adviser on Refugee Women; these will provide significant reinforcement to present activities aimed at improving programmes for refugee women.

65. The same report underlined the need for expanded People-oriented Planning (POP), UNHCR's training programme covering gender issues. In this context, substantial efforts have been undertaken to coordinate and reinforce training efforts with particular indigenous training organizations so that they can replicate and ensure the expansion of POP training. Furthermore, to respond to a growing demand for practical applications of the POP approach to actual field situations, new guidelines to assist in programming have been prepared. In addition, training materials were translated into Arabic and Russian and new case-studies on reproductive health were being prepared. A trainer's manual has also been developed to assist trainers in giving the UNHCR course to any requesting organization.

66. Particular care has been taken to assure coordination with other United Nations initiatives. Cooperation with the Special Rapporteur of the Commission on Human Rights on violence against women resulted in extensive coverage of refugee women's issues in her first report. Work initiated in UNHCR's Subcommittee of the Whole on International Protection related to aspects of

sexual violence culminated in the release of guidelines to enable field staff to deal with this pervasive problem. Concerns related to reproductive health and its particular relevance to the situation of refugee women have been highlighted in the planning of an inter-agency symposium proposed by UNHCR and the United Nations Population Fund (UNFPA); it was hoped that the symposium would contribute to a guidance manual which would ensure that future refugee health programmes integrate these concerns.

67. UNHCR participated actively in all the preparatory conferences for the Fourth World Conference on Women; as a result, every regional Platform of Action included issues that have been identified through a field consultation process as of concern to refugee women.

2. Refugee children

68. The revised Guidelines on Refugee Children, which was issued in May 1994 and which also contains UNHCR's Policy on Refugee Children, has been extensively promoted, with 12,000 copies distributed to UNHCR staff and implementing partners working with refugee children. A new manual entitled, "Working with unaccompanied minors in the community - a family-based approach" gives further guidance.

69. The quality of UNHCR's response to the needs of refugee children in emergencies has been greatly enhanced by the deployment of trained community workers as part of emergency teams at the outset of a refugee problem. In the context of a community approach, the needs of children, especially unaccompanied children, are assessed and addressed. For example, community workers were deployed in 1994 and early 1995 in all the countries of asylum affected by the Rwanda and the Chechnya emergencies and in Guinea for the new influx of refugees from Sierra Leone. In addition, a regional support unit for refugee children with three staff members was deployed in the Rwanda emergency. This pilot project has the following objectives: to ensure that field offices are sufficiently equipped to meet children's needs; to organize training and workshops for the staff of UNHCR and non-governmental organizations; to guide and support field staff in how to respond to concrete problems; and to coordinate policy and activities with the United Nations Children's Fund (UNICEF), the International Committee of the Red Cross (ICRC) and local authorities.

70. UNHCR continues to pursue its objectives with regard to refugee children in close coordination with the rest of the United Nations system and other interested bodies; for example, a joint statement on evacuation of unaccompanied children from Rwanda was issued in June 1994 together with UNICEF, ICRC and the International Federation of Red Cross and Red Crescent Societies. UNHCR is actively supporting the United Nations study on the impact of armed conflict on children, undertaken by an expert appointed pursuant to General Assembly resolution 48/157 of 20 December 1993. Together with UNICEF, UNHCR has, inter alia, prepared and participated in a field mission with the expert and her team to review the Rwanda emergency operation.

3. Environment

71. The environmental dimension of the refugee situations is gaining increased attention from host countries, the media and the international community at large. The majority of refugee populations are to be found in the world's

ecologically fragile areas such as arid and semi-arid regions and tropical rain forest areas.

72. In July 1994, UNHCR adopted "Interim guidelines for environment-sensitive management of refugee programmes", which focus on preventive and proactive approaches to alleviate environmental problems, such as deforestation, associated with refugee camps, and are aimed to respond to General Assembly resolution 47/191 of 22 December 1992, on follow-up of the United Nations Conference on Environment and Development, held at Rio de Janeiro in 1992.

73. As an example, UNHCR's response to the Burundi/Rwanda emergency has sought to address environmental issues. In the United Republic of Tanzania, an action plan focusing on the environment was drawn up by UNHCR; with donor support, and in conjunction with the Government and the International Fund for Agricultural Development (IFAD), its effective implementation has been ensured. The impact of Rwandese refugees on a national park in eastern Zaire is also being addressed through broad collaborative action by the Government, UNHCR, UNDP, UNESCO and conservation organizations.

74. Further implementation of the Guidelines, in particular the promotion of refugee-related environmental projects through active participation of government authorities, donors, non-governmental organizations and refugees themselves, was to be a key activity for UNHCR in 1995.

4. Refugee/returnee aid and development

75. The mandate of the High Commissioner to promote durable solutions to refugee problems logically implies that the activities of UNHCR should be linked to programmes aimed at long-term development. By building mutually supportive linkages between humanitarian and developmental activities, dependency on relief can be reduced, solutions to refugee problems better guaranteed and the best investment in preventing them can be made.

76. In the period under review, UNHCR participated in discussions with Governments and intergovernmental and non-governmental organizations on assuring, particularly in crisis and post-crisis situations, a better interface between humanitarian interventions and development with the aim of ensuring the sustainability of solutions. Among such discussions was that of the Subcommittee on Rural Development of the Administrative Committee on Coordination, held at Rome in May 1994, on returnee aid and development.

77. In UNHCR's experience, implementation of the concept of a "continuum from relief to development" should, on the one hand, enable humanitarian assistance to facilitate viable reintegration of displaced persons into a process of social and economic recovery and, on the other, bring development endeavours closer to people-centred concerns and aspirations. Without this reinforcing link, solutions to humanitarian crises may regress into new, divisive communal problems.

78. In its implementation of the "continuum concept", UNHCR is addressing humanitarian needs and concerns in a community context rather than individually. This approach, effected primarily through area-based strategies and so-called quick impact projects (QIPs), aims at supporting reconciliation and rehabilitation in post-conflict societies by placing humanitarian concerns in a development perspective. A policy and methodological framework to this effect has been developed and programme management modalities are being refined to

better meet new situations and needs. In these efforts provisions are made to link UNHCR's operations closer with UNDP and other United Nations agencies, as well as with bilateral actors.

79. UNHCR, at times in conjunction with UNDP, continued to review significant reintegration experiences in order to benefit from lessons that have been learned. Recent evaluations covered Cambodia, Afghanistan, Mozambique, Somalia, Tajikistan and the seven countries participating in the International Conference on Central American Refugees (CIREFCA). Evaluations were also scheduled of the joint UNHCR/World Bank income-generating projects for refugee areas in Pakistan and the joint UNHCR/IFAD south Khorasan rangeland rehabilitation and refugee income-generating project in the Islamic Republic of Iran; both projects were scheduled to conclude in 1995.

C. Programme management and implementation

1. General

80. Throughout the period under review, UNHCR continued to implement the recommendations of its working group on programme management and operational capacity, whose recommendations were endorsed by the High Commissioner in July 1993. One of the main recommendations, which has been fully implemented, concerned UNHCR's programming cycle and procedures. Under new procedures, there has been a reduction in the level of programme detail reviewed at headquarters; representatives have also been given greater flexibility in reallocating budget lines within operational projects. Such changes have led not only to more expeditious approval of operational budgets, but also to greater flexibility in the management of programmes. Similar delegation of authority has been institutionalized for administrative budgets at both headquarters and in the field.

81. The field version of the computer software of the Financial and Management Information System was further enhanced during 1994 and other improvements were planned for 1995.

82. A draft programme and project management handbook for UNHCR implementing partners was being finalized. Simultaneously, UNHCR's programme management training course has been revised. More emphasis was being placed in such training on country-specific courses, and it was planned to adapt this type of training to, and make it available for, UNHCR's implementing partners.

2. Military support to UNHCR activities

83. Two types of relationships between UNHCR and the military have evolved. The first results from situations in which the military has been charged to assist humanitarian operations in a security role, and thus normally involves a relationship between UNHCR and United Nations peace-keepers. In view of the increasing use of United Nations peace-keeping operations in support of humanitarian activities, the High Commissioner recognized the need for improved understanding, new doctrines and operational procedures, and new mutually advantageous systems for coordination between UNHCR and the military. This led to the appointment in 1993 at headquarters of a special adviser on military and logistic issues. In addition, UNHCR has given support to the Department of Peace-keeping Operations of the United Nations Secretariat in developing the humanitarian activities section of the new training curriculum for United

Nations peace-keepers. Drawing on experience in former Yugoslavia, UNHCR published in January 1995 the first edition of a handbook for the military in humanitarian operations and a complementary internal staff training module entitled "Working with the military".

84. A second form of relationship between UNHCR and the military concerns situations in which unique or timely military skills or assets can be an essential addition to UNHCR's emergency relief activities or in which certain unique military skills are seconded by Governments to support ongoing programmes. One aspect of this type of interface with the military has been touched on above in the discussion of service packages (para. 47). On a smaller but no less important scale, Governments have also responded to UNHCR requests for the secondment of skilled military personnel to support emergency or ongoing humanitarian operations. The best known case is the Sarajevo airlift; it has involved seconded military personnel in the air operations cell at UNHCR headquarters, as well as in Zagreb and Split in Croatia, Ancona in Italy, and in the case of air drops to besieged communities in Bosnia and Herzegovina, in Rheinmain airbase in Frankfurt, Germany.

3. Evaluation

85. The theme of durable solutions has been a major focus of UNHCR's evaluation activities during the period under review. These activities have included a comprehensive review of resettlement policy and practice, a study of returnee aid and development, and a review of UNHCR's Kenya-Somalia cross-border operation. An evaluation of the Mozambique repatriation operation was initiated in the first quarter of 1995, to be followed at year-end by an examination of the associated reintegration programme.

86. UNHCR's activities in the former Soviet Union provided a new focus for the Central Evaluation Section in the past year. Two studies have been undertaken: one seeks to derive lessons from the Office's operations in the Caucasus, and the other examines UNHCR's role in Tajikistan.

87. A comprehensive evaluation of UNHCR's policy and practice with regard to urban refugees was initiated in December 1994. The first stage of this review examines the organization's approach from a global perspective. This will be followed by a number of case studies of UNHCR's work with urban refugees in selected field locations.

88. On 1 March 1995, the Central Evaluation Section was incorporated into UNHCR's new Inspection and Evaluation Service. It was anticipated that this restructuring would significantly strengthen UNHCR's internal oversight capacity and its ability to conduct independent and comprehensive reviews of operational effectiveness and efficiency.

D. Regional developments in Africa

1. West Africa

89. During 1994, all efforts to bring peace to Liberia failed and, at the close of the period under review, the situation remained fragile. Hostilities, which resumed in September 1994, forced 56,000 Liberians to flee into Guinea and 118,000 into Côte d'Ivoire. An emergency programme was launched to respond to the urgent needs. While general insecurity precluded large-scale repatriation,

6,700 returnees were none the less assisted by UNHCR in 1994 and, subsequently, approximately 60,000 Sierra Leonean refugees in Monrovia and its environs.

90. In Sierra Leone, security declined at the end of 1994 and fighting moved closer to the capital, Freetown. Fearful of the worsened circumstances, 924 Liberian refugees repatriated by sea in February 1995, leaving some 6,000 mostly Liberian refugees in Freetown assisted under UNHCR's care and maintenance programme. However, the provision of assistance to some 10,000 returnees was very limited owing to the eastern region's inaccessibility.

91. Some 45,000 Sierra Leoneans fled Guinea after an incident on 24 January 1995 in Kambia, a border town in Sierra Leone. UNHCR launched an emergency assistance programme in February and established a field office in Forécariah, Guinea. Guinea is currently hosting more than 600,000 refugees.

92. The appointment of a new Government in Togo led to some improvement in the security situation and the economy. A household survey of the refugee population in both Benin and Ghana revealed that the number had decreased by some 121,400; it was believed that much of this decrease could be accounted for by Togolese refugees repatriating spontaneously. With the adoption of a general amnesty on 15 December 1994, it was hoped that more refugees would opt for voluntary repatriation in 1995.

93. At the end of January 1994, violence between Konkombas and Nanumbas in northern Ghana displaced approximately 180,000 nationals. In pursuance of its strategy of prevention, and at the request of the Ghanaian authorities, UNHCR made $500,000 available from the Emergency Fund to meet the affected population's immediate needs. While the displaced persons were returning to their places of origin, reports indicated that the conflict had begun afresh, jeopardizing security in the region.

94. About 40,000 Malian Tuaregs sought asylum in Burkina Faso in the first part of 1994 to escape adverse security conditions in northern Mali. Two UNHCR field offices have been established to provide protection and material assistance. The Government of Niger and the Tuareg movement reached a new peace agreement in October 1994.

2. Great Lakes region

95. The April 1994 war provoked a massive exodus of Rwandese into neighbouring countries. By March 1995, an estimated 2,202,130 refugees had sought refuge in the United Republic of Tanzania, Zaire and Burundi. However, the presence of military and political elements from the former regime among the refugees engendered a high level of violence in the refugee camps, particularly in Zaire and the United Republic of Tanzania, and refugees were prevented from freely expressing their desire to return and from benefiting from international assistance to do so.

96. In consultation with the Secretary-General, UNHCR undertook a number of initiatives to establish, at the camp level, a security mechanism to permit refugees to live in the camps in relative safety and security, to have unhindered access to assistance and to decide freely about possible future return.

97. In the United Republic of Tanzania UNHCR supported the Government by increasing from 310 to 400 a police contingent to tackle security problems in the refugee camps.

98. In Zaire, on 27 January 1995, an aide-mémoire was signed between UNHCR and the Zairian Government to have the Contingent zaïrois de sécurité dans les camps (CZSC) present in the Kivu area monitored by an international Security Liaison Group, with a mandate to: improve law and order in the Rwandese refugee camps; prevent intimidation and violence against candidates for voluntary repatriation; protect installations and humanitarian personnel; and provide escorts to convoys for voluntary repatriation from refugee camps to the border.

99. The regional conference on assistance to refugees, returnees and displaced persons in the Great Lakes region, held at Bujumbura from 15 to 17 February 1995, raised expectations in the international community of a gradual increase in the rate of voluntary repatriation to Rwanda. The plan of action adopted by the conference was translated by UNHCR into a work plan to facilitate voluntary repatriation as well as to support the voluntary and safe return home of internally displaced persons remaining in south-western Rwanda. During the first two months of 1995, some 60,900 refugees returned to Rwanda. Of these, approximately 45,300 were refugees who left in the late 1950s and early 1960s and who have been returning spontaneously with their offspring. The arrival of the CZSC has helped to improve security before and during return movements from the camps to the Rwandese border. Since their arrival in mid-February 1995, some 5,000 refugees from the 1994 caseload have been repatriated.

100. In Burundi, a pilot project was initiated at the end of 1994 to facilitate voluntary repatriation to Rwanda; some 1,300 refugees have returned since 10 January 1995.

101. Since the beginning of March 1995, however, voluntary repatriation movements which had gained momentum as a result of the initiatives described above again slowed down. Significant factors in this development were the increase in security incidents in Rwanda, the high number of arrests of alleged participants in the 1994 genocide and the absence of a credible judicial system.

102. Meanwhile, further complications emerged in countries of asylum as food shortages increased tensions in refugee camps. In addition, new refugees have fled violence in Burundi.

103. Despite setbacks, UNHCR was continuing to prepare for repatriation. In various parts of Rwanda, the capacity of transit and reception centres was being expanded. Community rehabilitation projects continued in the major areas of return. In addition, institutional assistance was being provided to the Government, mainly through the Ministry of Rehabilitation.

3. Eastern Africa and the Horn of Africa

104. UNHCR activities in the Horn of Africa during the period under review focused on attaining durable solutions, with particular emphasis on voluntary repatriation. Planned repatriation movements which had either been stalled or put on hold for various reasons - including political, security and funding considerations - again gained momentum. Thus, the long-awaited repatriation of Eritrean refugees in Sudan began in November 1994 under a pilot project to repatriate 25,000 persons. By the end of February 1995, 15,000 had repatriated

with the expectation that the pilot phase would be completed by the end of March 1995. It was estimated that some 100,000 of the 500,000 Eritrean refugees in Sudan had already returned spontaneously between 1992 and 1994. The next phase of the repatriation operation would involve some 135,000 persons expected to return during 1995. Limited donor funding for the rehabilitation component in Eritrea resulted in inadequate preparation of settlement sites as well as insufficient infrastructure and services to guarantee a durable repatriation and reintegration operation. An estimated $15.5 million was budgeted for the repatriation and reintegration operation in 1995.

105. Ethiopia, meanwhile, experienced an increase in the refugee population from 272,630 at the beginning of 1994 to 348,080 in early 1995, with a cumulative influx of over 76,000 Somalis from north-west Somalia and over 7,000 Sudanese from southern Sudan as a result of renewed and ongoing conflict, respectively. The estimated number of Djiboutian (18,000) and Kenyan (8,188) refugees remained unchanged.

106. Plans for the repatriation of Somali refugees from the camps in eastern Ethiopia during the course of 1994 were suspended when the renewed conflict in north-west Somalia discharged a fresh influx of refugees into eastern Ethiopia. With relative safety returning to north-west Somalia, plans were being revived to pursue the voluntary repatriation of Somalis during 1995. Similarly, arrangements for the repatriation of up to 60,000 Ethiopians from Sudan in 1995 were finalized, with movements expected to start in April. Overall programme implementation in Ethiopia was constrained by security and difficult access to programme areas, especially in eastern Ethiopia, during 1994. The improved situation prevailing since the beginning of 1995 contributed considerably to the renewed impetus for the various repatriation operations to and from Ethiopia.

107. Other significant organized repatriation movements to Somalia were achieved in 1994 with some 60,000 persons having repatriated from Kenya within the framework of the UNHCR-initiated cross-border operation from Kenya into Somalia. A further 13,000 Somalis had repatriated by March 1995, with the operation continuing for a planned total of 75,000 Somalis to be repatriated and assisted to reintegrate in their places of origin. In spite of generally poor security in southern Somalia, over 114,000 Somalis returned from Kenya with UNHCR assistance to safe areas of origin between January 1992 and December 1994.

108. The implementation of community-based quick impact projects (QIPs) with the active participation of the local people, including returnees themselves, continued to serve as the main instrument for bringing assistance and hence stability to areas of return in Somalia. A similar approach was being pursued in north-west Somalia in order to enhance communal infrastructure and services for the absorption of returnees in their areas of origin. An estimated $26.8 million was budgeted for 1995 to include the cross-border operation from Kenya and reintegration assistance in north-west Somalia. Increased inputs from development agencies and donors were expected to ensure the sustainability of the repatriates' reintegration.

4. Southern Africa

109. In Angola, between January 1994 and the signing of the Lusaka Protocol on 21 November 1994, UNHCR continued to assist 112,000 returnees and internally displaced persons living mostly in the provinces of Zaire, Uíge, Moxico and Lunda Sul. The continued efforts of the Secretary-General's special envoy enabled agencies to gain access for assistance purposes throughout the country

during most of 1994. However, an escalation of military activity a few days prior to the signing of the Lusaka Protocol prevented access by United Nations agencies, and it was not until January 1995 that UNHCR was again able to obtain access. UNHCR also participated in a mission that prepared the 1995 United Nations consolidated inter-agency appeal for Angola, which was launched on 21 February 1995.

110. During early 1995, the cease-fire was holding, although there were reports of violations from both the Angolan Government and the National Union for the Total Independence of Angola (UNITA). While the implementation of the peace process is slow, most of the country is now accessible, thus improving the delivery of humanitarian assistance.

111. UNHCR is updating its 1992 plan of operation for the voluntary repatriation of Angolans. During most of 1995, emphasis was to be placed on the pre-positioning of food and non-food items in areas of major return, thus supporting spontaneous movements back to Angola. At the same time, assistance would be provided to enhance activities in the water, health and education sectors. UNHCR-organized transport should start in 1996.

112. The political situation in Mozambique remained stable in 1994, as illustrated by the successful demobilization of combatants and the free and fair elections held in October under the auspices of the United Nations Operation in Mozambique (ONUMOZ).

113. By the end of 1994, some 1.6 million persons had returned to Mozambique since the signing of the General Peace Agreement in 1992. During 1994 alone, and in the context of UNHCR's efforts to accelerate the repatriation process, some 271,000 persons were transported back from six countries of asylum. An additional 600,000 refugees returned spontaneously during the year.

114. At the same time, reintegration activities in major returnee areas were intensified through the implementation of 486 QIPs in the health, education, water and road sectors, the distribution of over 180,000 seed and tool kits, and the continuation of mine-awareness activities.

115. An estimated 100,000 remaining refugees were expected to return from Malawi, Zimbabwe and South Africa in 1995, mostly through organized transport. The first movements had started and were expected to increase after the April rainy season. A more intensified and targeted programme of some 1,000 QIPs was to be implemented in 1995, focusing on major returnee areas. These projects are aimed concurrently at building the capacity of local communities and local government structures.

116. In Mozambique, UNHCR's reintegration strategy, endorsed by the Government and major donors, aims at establishing linkages to longer-term development programmes. Discussions have been initiated on joint programmes with various organizations such as UNDP and the European Union. It is foreseen that established linkages with other programmes will contribute to the sustainability of activities and enable UNHCR to scale down its programme and its presence in the field by June 1996. UNHCR intended to phase out its involvement in food logistics as early as June 1995 through the absorption of returnees in the category of affected population. The process of phasing out food logistics and other assistance programmes could be hampered by adverse climatic conditions such as drought, a lack of funding, or the absence or slow take-off of longer-term development programmes supporting the Government's institutional capacity.

117. In 1994, total expenditure in Africa amounted to $506.1 million, of which $167.4 was expended under General Programmes and $338.7 million under Special Programmes.

E. Regional developments in the Americas and the Caribbean

1. Central America and Mexico

118. The process launched by the International Conference on Central American Refugees (CIREFCA) was formally concluded on 29 June 1994 at the Third International Meeting of the Follow-up Committee, held at Mexico City. The seven participating countries - Belize, Costa Rica, El Salvador, Guatemala, Honduras, Mexico and Nicaragua - created a framework to coordinate action in the post-CIREFCA period and adopted a Declaration of Commitments to consolidate durable solutions in the region.

119. The international colloquium held at San José to commemorate the tenth anniversary of the Cartagena Declaration, organized by UNHCR and the Inter-American Institute of Human Rights under the auspices of the Government of Costa Rica, adopted the San José Declaration on Refugees and Displaced Persons in December 1994. The Declaration addresses the key issue of harmonizing legal criteria and procedures to consolidate durable solutions of voluntary repatriation and local integration in Central America, Mexico and Belize and continuing the voluntary repatriation of Guatemalan refugees from Mexico.

120. Through the regional peace process, durable solutions have been found for the majority of Central American refugees. During the period under review, UNHCR activities in Central America, though to a lesser degree in Guatemala, emphasized legal issues and international protection. The Office attempted to strengthen the capacity of Governments to deal with refugee-related matters by assisting them to formulate national legislation on asylum and refugees, encouraging the fruition of national commitments made at the meeting of the CIREFCA Follow-up Committee, and supporting Governments in implementing the guidelines of the San José Declaration.

121. Meanwhile, durable solutions continued to be consolidated. In Belize, quick impact projects (QIPs) were to continue through 1995 at a reduced level, aimed at facilitating the socio-economic integration of 10,600 refugees and undocumented persons in refugee-like situations. In El Salvador, the QIP programme, which helped the integration of approximately 31,500 Salvadoran returnees, was to be completed by April 1995. In addition, UNHCR has continued with voluntary repatriation of individual cases and with the integration of refugees who chose to remain in their country of asylum.

122. The voluntary repatriation of Guatemalan refugees from Mexico and their reintegration and rehabilitation remained the region's outstanding challenge. A total of 6,000 Guatemalan refugees repatriated from Mexico during 1994 despite continuing security problems, the scarcity of land available to returnees and the absence of a peace agreement. This brought the total number of Guatemalan returnees assisted by UNHCR since January 1993, through QIPs and other assistance, to more than 11,000.

123. While the human rights accord between the Government of Guatemala and the armed opposition Guatemalan National Revolutionary Union failed to improve the security situation in the country, it was expected that the finalization of the

peace agreements, with United Nations mediation, would give some 10,000 refugees the possibility of repatriating during 1995.

124. Improvements to the Campeche and Quintana Roo refugee settlements in Mexico should be completed by the end of 1995, enabling UNHCR to begin the gradual transfer of responsibilities for infrastructure and services to the Mexican authorities. The phasing down of UNHCR assistance, expected to begin in 1996, could be delayed by the turbulent political and economic situation in Mexico. Several difficult legal issues remained to be resolved, including the status of the refugees and the tenure of the land they occupy.

2. South America and the Caribbean

125. The return of President Aristide to Haiti on 15 October 1994 led to a reduction in violence and political instability and paved the way for voluntary repatriation of Haitian refugees who had found asylum in the Dominican Republic and other Caribbean countries since late 1991. Some 1,209 Haitian returnees were assisted by UNHCR during 1994. Despite the still fragile political situation in Haiti, voluntary repatriation of small groups under UNHCR auspices continued without interruption. By the end of 1995, about 1,000 refugees should have been repatriated from the Dominican Republic, Cuba and other countries in the region. An additional 1,400 Haitians may return spontaneously during the year.

126. UNHCR's plans to assist returnees and returnee-affected areas through reintegration, material assistance and training were hindered by the international community's lack of response to the United Nations inter-agency appeal for Haiti. Unless adequate international support is provided, the country's extreme poverty and the present democratic Government's uncertain future could lead to further outflows.

127. Asylum-seekers from outside the region continued to arrive in Latin America, particularly in South America. However, the flow of asylum-seekers from Africa to Brazil decreased. Local integration was promoted as the durable solution for refugees in the region.

128. As in Central America, UNHCR activities focused on international protection. UNHCR concentrated on promoting and disseminating refugee law and actively participated, together with Governments, in organizing and delivering specialized courses on the protection of refugees/returnees to military personnel who participate in United Nations peace-keeping operations.

129. In 1994, total expenditure in the Americas and the Caribbean amounted to $39.7 million, of which $20.8 million was expended under General Programmes and $18.9 million under Special Programmes.

F. Regional developments in Asia and Oceania

1. South Asia

130. Following the signing of a memorandum of understanding between the Government of Myanmar and UNHCR in November 1993, UNHCR opened a liaison office in Yangon in February 1994, and by year end had deployed 13 staff in Rakhine State.

131. Between 30 April 1994, when UNHCR involvement began, and 28 March 1995, 126,471 Muslim residents repatriated voluntarily from the camps in Bangladesh to Rakhine State, Myanmar, despite serious damage to the repatriation facilities caused by a cyclone in May and a three-week suspension of movements in October to contain the spread of plague. In total, over 129,000 persons have returned. In Bangladesh, 8 camps have been closed and the remaining 68,000 refugees are in 10 camps. Few protection cases have been reported from the Bangladesh camps, and UNHCR staff have unhindered access to all returnees in Rakhine State. In January and February 1995, UNHCR visited all 30 returnees detained in prison in Sittwe, Maungdaw and Buthidaung townships.

132. Returnees have been provided with a repatriation kit, individual cash and family housing grants, and two month's food rations. In addition, to improve the livelihood of the population at large in the returnee receiving areas of Rakhine State, over 120 small-scale reintegration projects were being implemented. The start-up of the reintegration programme was hampered by the lack of an implementing capacity and logistical problems related to the absence of infrastructure in this remote area. The problem was resolved when the authorities granted certain non-governmental organizations permission to operate. Health, water, sanitation and rural infrastructure are priority sectors. The World Food Programme (WFP) has made considerable progress in a food-for-work scheme to provide employment opportunities through small-scale projects involving the repair of access roads and the digging of ponds.

133. Approximately 17,800 Sri Lankan refugees returned to Sri Lanka from Tamil Nadu during the period under review, leaving 53,000 refugees in camps in India. The cessation of hostilities between the Sri Lankan Government and the Liberation Tigers of Tamil Eelam in January 1995 favourably affected repatriation movements. From 27 February to 20 March 1995, approximately 10,000 persons returned to Sri Lanka. At least another 10,000 persons were expected to repatriate during the next movements, scheduled for August 1995.

134. The urban refugee caseload in Delhi decreased marginally. Some 23,000 persons, mainly Afghans, were registered with UNHCR, although only 50 per cent were receiving financial assistance. An ongoing caseload survey identified families with potential entrepreneurial skills; they have been provided with a one-time grant to replace monthly assistance. The survey also made it possible to identify refugees not in need of international material assistance, for whom the Office is now providing only legal protection.

135. No durable solutions were found for 86,000 Bhutanese asylum-seekers and refugees in Nepal despite two rounds of talks between the concerned Governments, in June 1994 and February/March 1995. Further talks were scheduled. An eventual solution to the problem would probably involve voluntary repatriation and local integration.

136. Emphasis shifted from relief activities, such as construction of shelters, development of water systems and the provision of adequate sanitation facilities, to activities which improve the quality of life, such as education, income-generating activities and vocational training. Greater refugee involvement, particularly the participation of women in camp management, has been given priority.

2. East Asia

137. UNHCR continued to maintain a presence in Cambodia in light of the worsening security situation, especially in the north-western provinces. The reintegration needs of vulnerable returnees were addressed. UNHCR monitored the situation and sought durable solutions for some 4,000 ethnic Vietnamese stranded at Chrey Thom on the border between Viet Nam and Cambodia. The Office also assisted Cambodian refugees returning from various countries.

138. At the start of 1995, the total refugee population in China was 287,086. The majority (285,500) were Indo-Chinese refugees of Vietnamese origin; 1,511 were of Lao and 30 of Cambodian origin. A total of 408 Lao repatriated in 1994. Although the voluntary repatriation programme for Lao refugees was officially concluded in 1994, the possibility of voluntary return remained open for residual cases.

139. In 1994, in an agreement with the Chinese Government, UNHCR endeavoured to reorient its local assistance programme for the country's Vietnamese refugees by targeting the poorest settlements in order to promote long-term self-sufficiency. Implementation of the programme began in 1995.

140. The influx of Vietnamese asylum-seekers into Japan continued for an extended period in 1994, although at a reduced level. In 1994, 108 persons arrived. At the end of 1994, the total caseload in Japan was 481 persons; by the end of February 1995, voluntary repatriation had brought the number down to 386.

141. In 1994 and the first two months of 1995, 672 Vietnamese in Japan returned under the voluntary repatriation programme. In 1995, UNHCR will continue its efforts, in cooperation with the Government, to seek durable solutions for the remaining Vietnamese asylum-seekers and refugees in Japan.

Comprehensive Plan of Action

142. Voluntary repatriation of Vietnamese non-refugees from camps in the region decreased in 1994, with only 12,551 voluntary returns compared to 19,233 in 1993. During the first quarter of 1995, 2,743 persons returned. As of March 1995, 43,815 Vietnamese remained in camps in countries of first asylum in Asia. Of this total, 40,700 were screened-out cases expected to return to Viet Nam. In 1994, the determination of first-instance refugee status for all Vietnamese asylum-seekers was concluded successfully under the Comprehensive Plan of Action for Indo-Chinese Refugees (CPA).

143. Agreements between Viet Nam, the host country and UNHCR on the modalities for return of the remaining Vietnamese non-refugees in the camps were concluded with Malaysia on 24 January 1995 and with the Philippines on 5 February 1995, complementing a similar agreement reached with Indonesia in 1993. In early 1995, arrangements were discussed to simplify procedures for the return of all Vietnamese found not to qualify for refugee status; this should lead to an accelerated rate of return.

144. UNHCR continued its monitoring of returnees to ensure that they are received and reintegrated in safety and dignity. All allegations of persecution have been investigated by UNHCR and have been found to be unsubstantiated.

145. As of 31 March 1995, there were 8,610 Lao in UNHCR-assisted camps in Thailand for whom durable solutions continued to be pursued within the framework

of the CPA. Voluntary repatriation was promoted for some 7,400 of this group, while the resettlement processing for some 1,200 was being finalized. No new arrivals were registered during the period under review.

146. At the seventh tripartite meeting among the Governments of Thailand, the Lao People's Democratic Republic and UNHCR, held at Pattaya, Thailand, from 26 to 28 July 1994, it was agreed to intensify efforts to identify suitable settlement sites in the Lao People's Democratic Republic and to introduce a third reintegration option, namely, return in small groups to existing villages. To this end, tripartite working meetings were held in November 1994 and March 1995 in which the positive repatriation results of 1994 were acknowledged - 5,593 Lao returned in 1994 and 1,250 during the first three months of 1995 - and discussions focused on efforts to finalize the repatriation of Lao.

147. The Ban Nasaad settlement site in Khammouan province, Lao People's Democratic Republic, where a first group of 613 refugees successfully returned in February 1995, was chosen to take on an initial 3,000 returnees opting for that form of reintegration. The project at Bokeo, financed by the European Union, also began receiving returnees in 1994 and was being expanded.

148. The Steering Committee of the International Conference on Indo-Chinese Refugees met at Geneva on 16 March 1995 and agreed by consensus on the end of 1995 as a target date for completing all activities under CPA in first-asylum countries. It was agreed that this target would be met soon thereafter in Hong Kong, given the large number of camp residents there. The Steering Committee noted with concern that large numbers of Vietnamese who do not qualify for refugee status have refused voluntary repatriation. It recognized the significance of the simplified procedures and the monthly target of at least 3,600 persons agreed upon for the return of the remaining non-refugees in the camps to Viet Nam, and also the appropriateness of the timely implementation of the orderly return programmes.

149. The Steering Committee acknowledged that the results of the voluntary repatriation of 5,172 Lao from Thailand in 1994 had been particularly encouraging: it was the highest yearly figure since the programme's inception in 1980.

150. In 1994, total expenditure in Asia and Oceania amounted to $119.7 million, of which $49.8 million was expended under General Programmes and $69.9 million under Special Programmes.

G. Regional developments in Europe

1. Western Europe

151. With the admission of Austria, Finland and Sweden to the European Union on 1 January 1995, the European Union and its institutions have gained further importance to UNHCR as partners in terms of both political and material support. The High Commissioner and the President of the European Commission underlined their mutual desire to strengthen existing cooperation. Cooperation with the Council of Europe and the Organization for Security and Cooperation (OSCE) was also intensified.

152. Discussions between UNHCR and the Presidency of the European Union on harmonizing asylum policy concentrated on minimum guarantees for asylum

procedures, the refugee definition and, of particular importance for Central European countries, the use of readmission agreements and "safe third countries" in asylum procedures. The Office continued its consultations with Governments on the concept of temporary protection and its implementation in connection with the former Yugoslavia.

153. Provisional figures showed that some 340,000 persons applied for asylum in Western European countries in 1994, 40 per cent less than the 1993 figure of 560,000. A downward trend was evident in Belgium, Denmark, Finland, Germany, Norway, Sweden and Switzerland. In other countries, such as the Netherlands and the United Kingdom, however, the number of new asylum requests increased dramatically. Some 47,000 persons were granted refugee status, compared to 48,000 in 1993. Approximately 58,000 persons were allowed to stay on humanitarian or similar grounds, compared to 59,000 in 1993. Provisional figures indicated that some 380,000 asylum applications were rejected, compared to 515,000 in 1993.

154. UNHCR advised Governments on the implementation of the 1951 Convention relating to the Status of Refugees, particularly within the context of current refugee flows. The Office has urged Governments to continue allowing those in need of protection access to fair asylum procedures, notwithstanding general immigration control measures. It reiterated its plea for the development of comprehensive policies to address refugee and migratory issues, while maintaining a clear distinction between refugees and migrants.

2. Central and Eastern Europe

155. UNHCR's activities in Central and Eastern Europe continued to focus on protection, refugee law promotion, institution-building, training, and limited assistance programmes for asylum-seekers where national structures do not exist for that purpose. Efforts centred on establishing fair and effective eligibility procedures to which asylum-seekers can have access. While the number of recognized refugees remained limited in Central Europe, most countries provide temporary protection to significant numbers of persons fleeing conflict areas in former Yugoslavia. Those countries were also affected by transit migration movements, which often blur the distinction between migrants and genuine asylum-seekers. To stem irregular movements of people, border controls were intensified. UNHCR also stepped up border missions to sensitize officials to the rights of refugees.

156. While all Central European States have become signatories to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol, only two have adopted national legislation implementing the provisions of those instruments. UNHCR is providing assistance to those countries whose legislation remains at the drafting stage. Meanwhile, a large number of readmission agreements have been concluded both between the European Union and Central European countries and among Central European countries. Enacting refugee legislation in Central European countries assumes additional importance in order to afford asylum-seekers access to eligibility procedures. UNHCR continued to support the nascent non-governmental organizations movement, notably in cooperation with the European Consultation on Refugees and Exiles.

157. UNHCR continued to assist the Russian Federal Migration Service in establishing a fair and effective eligibility procedure. Meanwhile, UNHCR provided assistance to some 5,000 destitute and vulnerable asylum-seekers. In

order to create public awareness of the plight of refugees, UNHCR launched a mass information campaign that has gathered considerable momentum.

158. Following the request of the Russian Government and the concurrence of the Secretary-General, UNHCR was assisting some 210,000 persons displaced as a result of the events in Chechnya to the neighbouring Republics of Ingushetia, Dagestan and North Ossetia. UNHCR's programme is part of a broader inter-agency effort reflected in the United Nations consolidated appeal launched on 23 March 1995. The programme is based on an elaborate division of work between United Nations agencies and close cooperation with the ICRC. It has a six-month implementation time-frame, ending on 30 June 1995. UNHCR has deployed two emergency response teams and has offices in Vladikavkaz (North Ossetia), Nazran (Ingushetia) and Makhachkala (Dagestan).

159. UNHCR's programmes in Georgia, Azerbaijan and Armenia, initiated in late 1992, continued during the period under review. Population displacement remains a principal concern of this region, with some 900,000 internally displaced persons and refugees in Azerbaijan and some 420,000 in Armenia and an estimated 280,000 internally displaced persons in Georgia. While the needs are considerable, particularly for shelter, financial constraints compelled UNHCR to concentrate its assistance on the most vulnerable groups only.

160. In Georgia, UNHCR's assistance programme provided limited care and maintenance to internally displaced persons from Abkhazia and South Ossetia. A quadripartite agreement, signed on 4 April 1994, for the repatriation of some 250,000 internally displaced persons to Abkhazia also entrusted UNHCR with the chairmanship of the quadripartite commission set up to oversee the process. Organized repatriation began in October 1994 but came to a halt after the return of 311 persons. Despite considerable attention devoted to the problem in the United Nations-sponsored proximity talks, in which UNHCR actively participated, repatriation could not resume. However, large numbers of people were reported to have returned spontaneously. The overall situation remained volatile.

161. Despite several Security Council resolutions calling for the removal of obstacles to repatriation, a consensus could not be reached on a meaningful timetable, although UNHCR continued to maintain a presence in Abkhazia. The deadlock also affected the design of UNHCR's programme, which focuses on the most immediate needs of displaced persons rather than voluntary repatriation. Regarding South Ossetia and a possible repatriation from North Ossetia to Georgia, UNHCR has been invited to participate in the work of the joint control commission dealing with the settlement of this particular conflict.

162. In Azerbaijan, where one out of every eight people is displaced, the emergency phase has been contained thanks to a major effort from the United Nations and non-governmental organizations and the provision of bilateral humanitarian aid. Nevertheless, most of the internally displaced persons are still living in makeshift shelters, railroad carriages and dugouts. Shelter is the priority sector in UNHCR's assistance programme, which also covers health, water and sanitation, as well as self reliance activities. Out of an estimated 900,000 affected people, UNHCR's assistance focuses on the 300,000 internally displaced persons who are the neediest.

163. In Armenia, UNHCR's programme covers the neediest 150,000 of the country's estimated 420,000 refugees and internally displaced persons. Shelter also figures prominently under this programme, which aims to foster skill development and self-sufficiency activities in an environment favourable to local integration.

164. UNHCR provided information and gave advice on the citizenship and refugee legislations of Armenia and Azerbaijan, both of which acceded to the 1951 Convention and its 1967 Protocol in 1993. Training of officials in refugee matters was also gathering momentum.

165. Considerable emphasis has been placed on developing regular working relationships with the OSCE. As evinced in Georgia, UNHCR and the OSCE cooperate closely on the solution to the Abkhazia and South Ossetia conflicts, with UNHCR assuming an increasingly prominent role in the humanitarian dimension of conflict resolution. Similar collaboration is taking place in Nagorny Karabakh and Chechnya. That cooperation will gain further momentum as problems relating to displacement and migration assume prominence on the OSCE's agenda.

166. In the course of 1994, UNHCR launched a process to develop a comprehensive approach to the problems of refugees, returnees, displaced persons and migrants in the countries of the Commonwealth of Independent States (CIS) and relevant neighbouring States. The process should lead to a conference which would establish a programme of action for the region. Its primary objective is to provide a broad forum for the international community, and affected countries in particular, to acknowledge, analyse and discuss problems related to disorderly mass population movements in the CIS and the neighbouring region within a humanitarian and non-political framework. The programme of action would include measures to prevent unnecessary movements and address the consequences of past, present and future displacements. Such a programme would flow from a declaration based on existing principles of international law. Three informal meetings with Governments and international organizations have been held in Geneva, and a series of regional consultations have taken place in Ukraine, Belarus and the Republic of Moldova, and in Kyrgyzstan for the five Central Asian Republics.

3. Former Yugoslavia

167. At the beginning of 1994, more than 4 million refugees, displaced persons and war-affected persons were receiving humanitarian assistance. As a result of developments mainly in Bosnia and Herzegovina, particularly improved conditions in central Bosnia, the overall planning figure has been reduced since August 1994 and, as of January 1995, totalled 2.2 million beneficiaries located in Bosnia and Herzegovina (1.4 million), Croatia (490,000), the former Yugoslav Republic of Macedonia (18,000), Slovenia (34,000) and the Federal Republic of Yugoslavia (302,400). In the latter part of 1994, 1.4 million refugees were receiving food assistance, although a wider distribution continued to be made for non-food items.

168. While the establishment of a federation between the Bosnian Government and Bosnian Croat parties led to improved access for humanitarian assistance in central Bosnia, other areas, such as the enclaves of Bihac, Sarajevo and eastern Bosnia, suffered from irregular deliveries. Continued conflict in the Bihac pocket and northern Bosnia fuelled further outflows of refugees into the United Nations Protected Areas (UNPAs) and other parts of Croatia. In the Federal Republic of Yugoslavia, the situation remained relatively stable. While the country was still affected by United Nations sanctions, humanitarian aid for refugees was delivered. In the Federal Republic of Yugoslavia, Slovenia and the former Yugoslav Republic of Macedonia the number of refugees declined.

169. In the latter part of 1994, UNHCR and WFP jointly decided to reduce food distribution throughout former Yugoslavia while maintaining full provisions for

vulnerable groups. UNHCR provided food items to complement the WFP programme and logistical support to air and land routes for the delivery of food and non-food items, including contributions from other agencies. UNHCR non-food items included domestic and hygienic supplies, shelter and winterization materials. Throughout 1994 and in the first part of 1995, UNHCR provided services such as shelter, health, water and sanitation projects, community services, education, and legal assistance inputs. An important component was the spring and autumn seed programmes in Bosnia and Herzegovina. In the first part of 1995, efforts were being made to transfer more responsibility for assistance programmes to local authorities and non-governmental organizations.

170. UNHCR continued its protection functions throughout the region. A limited number of persons obtained temporary protection or resettlement in countries outside former Yugoslavia. The absence of a peaceful settlement in Bosnia and Herzegovina and the UNPAs prevented a repatriation programme from being implemented. While a few refugees have returned home spontaneously, continuing ethnic tensions, problems of property rights, and insecurity were incompatible with a dignified and peaceful return for the vast majority of internally displaced persons and refugees.

171. In 1994, total expenditure in Europe amounted to $281.6 million, of which $35.5 million was expended under General Programmes and $246 million under Special Programmes.

H. Regional developments in South-West Asia, North Africa and the Middle East

1. South-West Asia

172. Factional fighting which broke out in Kabul, Afghanistan, on 1 January 1994, continued throughout the year, causing renewed displacement and imposing a heavy burden on rural communities recovering from 15 years of war. In all, it is estimated that as many as one million people have been displaced within Afghanistan, mostly from Kabul, since the fall of the Najibullah Government in April 1992. Nearly 300,000 internally displaced persons have been settled temporarily in camps in Jalalabad, Mazar-i-Sharif, Herat and Kandahar. An additional 250,000 persons are living in private homes and public buildings in the Jalalabad area. Entry into Pakistan for Afghans during 1994 was officially restricted to those with valid travel documents or those allowed in on humanitarian grounds. Over 76,000 Afghans have fled to Pakistan since January 1994.

173. Repatriation of Afghan refugees during 1994 confirmed earlier projections that return and rehabilitation would continue in areas unaffected by the conflict. A total of 329,327 persons returned to Afghanistan in 1994, somewhat below the original planning figure of 400,000. Monitors in Pakistan observed 102,658 individuals crossing into Afghanistan, including 32,043 who were assisted by UNHCR. From the Islamic Republic of Iran, 121,402 were provided assistance by UNHCR at the border exit points and 105,267 returned spontaneously. Since the commencement of a programme for repatriation to Afghanistan, a total of over 2.8 million refugees have returned from Pakistan and the Islamic Republic of Iran. At the end of 1994, approximately 1.6 million refugees remained in the Islamic Republic of Iran and 1.2 million in Pakistan.

174. Assistance projects in Afghanistan continued to be structured around quick impact projects (QIPs). Reintegration activities focused on the survival and

immediate needs of those living in provinces receiving refugees and internally displaced persons. Projects centred on increasing the rural drinking-water supply in the eastern provinces and improving the irrigation supply in the south-east. Income-generating projects for women, widows and the disabled were begun. In cooperation with WFP, UNHCR provided 10,000 families in the western provinces with food and with tools to reconstruct their homes.

175. To ensure the voluntary character of return, UNHCR maintained a presence at border crossings and along routes of return. The Governments of Afghanistan, the Islamic Republic of Iran and Pakistan, in cooperation with UNHCR, established two tripartite commissions on voluntary repatriation to facilitate the return and successful reintegration of Afghans from neighbouring countries.

176. Following the 1994 repatriation movements, the number of Afghan refugees in the Islamic Republic of Iran decreased to 1.6 million, nearly all of them living in urban areas throughout the country. Much of the return from the Islamic Republic of Iran was to the western provinces of Afghanistan, which have remained relatively unaffected by the ongoing conflict in Kabul. Confronted with reduced subsidies for health and education, as well as high unemployment, the Iranian authorities in numerous instances pressured refugees to return. At one point, temporary and permanent cardholders had their documents confiscated by provincial authorities with instructions to either repatriate or relocate in a camp established by the Government. Following interventions by UNHCR, the practice was stopped after one month.

177. At the end of 1994, 107,272 refugees of Iraqi origin lived in the Islamic Republic of Iran; of these 59,000 were Iraqi Kurds and 48,272 were Iraqi Shiites. A new case-load of 5,500 Iraqi Marsh Arabs was transferred from settlements in the border area to camps in the interior during the first quarter of 1995. During the year, 2,290 Iraqis voluntarily repatriated from the Islamic Republic of Iran with UNHCR assistance.

178. During 1994, the registered Afghan refugee population figure in Pakistan was adjusted to 1,212,000 to take into account repatriation and migration from refugee villages of families who have attained self-sufficiency. Since January 1994, out of a total influx of 76,000 new Afghans entering Pakistan, some 30,000 have been provided with emergency assistance.

179. In consultation with the Government of Pakistan, UNHCR has begun scaling down the care and maintenance programme. Activities continued to focus on improving the ability of refugees to support themselves and to assume responsibility for basic services through community participation. Future assistance will be targeted at vulnerable refugees. In line with the findings of the 1994 WFP/UNHCR food assessment mission, food rations were reduced by 50 per cent beginning in January 1995. It was proposed to phase out the camp-based food assistance programme by the end of September 1995 and replace it with food-for-work projects and feeding programmes for vulnerable groups. The Government has expressed concern that this reduction would affect both the refugee and the local population.

180. UNHCR continued to support the environmental rehabilitation of areas in Pakistan which have suffered from the long-term presence of Afghan refugees. In this connection, the third and last phase of the UNHCR/World Bank income-generation project in refugee areas, involving refugee and local labour in flood protection, afforestation, road improvement and environmental education, was scheduled to end by December 1995. UNHCR will continue to act as a catalyst in

mobilizing interest and support in the international community for such rehabilitation programmes.

2. Central Asian Republics

181. The civil war which erupted in Tajikistan in May 1992 resulted in the displacement of approximately 500,000 persons, of whom 60,000 sought refuge in northern Afghanistan. The conflict also led to the migration of more than 300,000 persons, mainly ethnic Russians, to other countries of the Commonwealth of Independent States, particularly the Russian Federation.

182. As of March 1995, it was estimated that 15,000 people remained internally displaced, primarily in the province of Gorny Badakhshan, and some 18,000 Tajiks remained in northern Afghanistan. In conjunction with the ICRC and the United Nations Mission of Observers in Tajikistan, UNHCR will continue to facilitate as far as possible the repatriation and reintegration of the Tajiks remaining in Afghanistan and the internally displaced persons who choose to return to their areas of origin. Of the 18,000 Tajiks remaining on Afghan soil, 5,000 stayed at a camp near Mazar-i-Sharif, where they received assistance, and another 13,000 were located in neighbouring Kunduz province. UNHCR expected a sizeable number to return home by mid-1995. One-time local settlement assistance will be considered to support the integration of those wishing to stay in Afghanistan.

183. One of UNHCR's main functions in Tajikistan is to assist the local authorities in protecting returnees, both former refugees and internally displaced persons. By supporting the process of conflict resolution and mitigation in the area of return, UNHCR has assisted in minimizing the risk of incidents degenerating into larger ethnic conflicts, which could hinder further reintegration or perhaps result in new displacements. A UNHCR staff presence in the areas of return has led to a measure of normalization.

184. With a target of 17,000 homes, UNHCR was scheduled to finalize its shelter programme in Tajikistan by mid-1995. By the end of 1994 materials had already been provided to assist in the reconstruction of over 14,000 homes. UNHCR has also initiated a programme of QIPs in economically depressed regions. The QIPs are designed to assist communities that receive returnees by establishing viable and sustainable enterprises, which in turn support the process of reintegration. After the phasing down of UNHCR, further implementing and operational responsibilities will be undertaken by development agencies and non-governmental organizations.

185. UNHCR continues to coordinate its activities with other United Nations agencies and international organizations as part of an integrated approach involving the peacemaking, peace-keeping and humanitarian elements of the United Nations system. In this context and on the basis of an agreement with the Department of Humanitarian Affairs of the United Nations Secretariat, UNHCR's chief of mission in Tajikistan also acts as the humanitarian coordinator.

186. UNHCR chaired a subregional meeting on issues concerning refugees, internally displaced persons and migration held at Bishkek, Kyrgyzstan, on 2 and 3 March 1995. The meeting, which was attended by representatives of all the Central Asian States, was part of the preparatory process leading to the conference of the Commonwealth of Independent States scheduled for late 1995.

3. North Africa

187. In Algeria, the assistance programme for an estimated 50,000 nationals of Mali (29,000) and Niger (21,000) who sought refuge in southern Algeria was being continued in 1995. The Algerian authorities planned to regroup them in four centres located in the three provinces of Adrar, Tamanrasset and Illizi. The prevailing situation in Algeria has so far only marginally affected the implementation of the assistance programmes.

188. For Malians in Algeria, a repatriation operation was envisaged in 1994, and an agreement was signed by Algeria, Mali, IFAD and UNHCR at Bamako, Mali, on 23 August 1994. The situation in northern Mali, however, delayed its implementation until 1995.

189. Despite the signing at Bamako on 6 April 1994 of a tripartite agreement for the repatriation of Malian refugees from Mauritania, the situation in northern Mali prevented a repatriation operation from being organized. During March 1995, the population of Fassala camp was transferred to a new location at M'beira, some 40 kilometres further from the border. Concurrently, a census carried out with the assistance of the local authorities established the refugee population of the three camps at some 4,000 in April 1995.

190. On 28 August 1994, the Identification Commission of the United Nations Mission for the Referendum in Western Sahara began identifying and registering potential voters for the referendum in Western Sahara. In February 1995, following the Secretary-General's report of 14 December 1994 and Security Council resolution 973 (1995) of 13 January 1995, a UNHCR technical team visited various sites and potential repatriation locations in the territory, as well as the Tindouf camps, to collect technical information for updating the 1991 UNHCR repatriation plan. A revised draft budget was being prepared for the repatriation of an estimated 105,000 persons. Pending confirmation of progress achieved in implementing the United Nations Settlement Plan, UNHCR will continue with the required preparation that can be undertaken at this stage.

4. Middle East

191. In 1994, some 8,000 Iraqi Kurds were assisted by UNHCR to return to their homeland, notably from the Islamic Republic of Iran. The project initiated by UNHCR to cover their needs upon arrival included transportation, food and shelter, and a package aimed at fostering their economic integration.

192. Following the arrival in April 1994 of Turkish Kurds in northern Iraq, UNHCR initiated an assistance programme to provide them with food and relief items in towns and villages a few kilometres away from the Turkish border, where they were initially accommodated. To better ensure their safety, UNHCR decided to relocate them in two camps in Dohuk governorate. As of January 1995, their number was estimated at some 9,000 persons in Atroush A and B, while some 5,000 persons were still in Zakhu and the nearby area pending their transfer to the Atroush camps in early spring 1995. There were plans to expand and improve facilities in the camps in the course of 1995 to provide for a total of 15,000 persons, including new persons arriving as a result of recent developments in northern Iraq.

193. In addition, UNHCR continued to carry out its traditional activities in Iraq for persons under its mandate, namely 3,800 Iranian refugees in the three northern governorates, 20,690 Iranian refugees in Al-Tash refugee camp in

Al-Anbar governorate, 20,000 Iranian Ahwazi refugees in Wasit and Misan governorates, and some 1,200 urban refugees of various nationalities, mainly Eritreans. UNHCR is also pursuing its efforts to facilitate the voluntary repatriation of Iranian refugees in Al-Tash camp as well as the resettlement of cases considered to be eligible under current resettlement criteria.

194. In 1994, Saudi Arabia continued to extend its assistance to Iraqi refugees living in Rafha camp. UNHCR made special efforts to ensure their protection and to help process for resettlement those refugees meeting the selection requirements. During the period under review, some 6,000 persons were accepted for resettlement in over 12 countries, 1,136 of whom were in the process of being transferred to their respective receiving countries. A total of 245 persons who formally requested transfer to their country of origin repatriated. As of 28 February 1995, there were 17,965 Iraqi refugees in Saudi Arabia.

195. At the end of February 1995, the refugee population in the Syrian Arab Republic was estimated at 37,000, comprising 35,350 Iraqis, 1,200 Somalis, 250 Eritreans, and 200 nationals of other countries. UNHCR continued to assist 3,500 persons accommodated in El-Hol refugee camp and 800 needy urban refugees in Damascus. During the period under review, 100 Iraqi refugees were resettled, and 100 persons of various origins were either transferred to their country of first asylum or assisted to return voluntarily to their homeland through third countries.

196. The Al Koud camp, located in the Abyan governorate in southern Yemen, was demolished as a result of the civil disturbances which affected Yemen from May to July 1994. Out of 9,093 refugees registered in southern Yemen since the end of the hostilities, 5,235 Somalis and 441 Ethiopians have been relocated temporarily in Al Gahin camp in the Abyan governorate, and 3,417 other Somali refugees were living in Aden suburbs. UNHCR, with CARE-Australia, is rehabilitating the former Al Koud camp, which is to serve as a transit centre for refugees who have already registered for repatriation and whose departures have been suspended because of the deteriorating situation in Somalia. Activities will also be developed to render self-reliant those refugees who cannot be repatriated while they await a durable solution to their predicament.

197. The number of Somali refugees in Sana'a, northern Yemen, reported to be 3,000 in December 1994, was estimated to have increased to 4,500 by the end of February 1995 as the result of a recent influx. The refugees receive medical assistance and, when needed, a financial allocation.

198. In 1994, total expenditure in South-West Asia, North Africa and the Middle East amounted to $103.3 million, of which $59.8 million was expended under General Programmes and $43.5 million under Special Programmes.

CHAPTER IV

FINANCING OF MATERIAL ASSISTANCE ACTIVITIES

199. In 1994, UNHCR's final budget was some $1.2 billion, a figure comparable to 1993. Donors provided some $1.07 billion in both cash and kind, compared to total contributions of $1.1 billion in 1993. Japan, the Netherlands, the Nordic countries, the United Kingdom and the United States maintained their excellent funding levels, while the European Union substantially increased its contribution. Donations from both private donors and non-governmental sources continued at levels comparable to 1993.

200. In 1994, the funding of General Programmes remained a top priority. Those programmes represent core activities for refugees and provide the High Commissioner with considerable flexibility to deal with emergencies and voluntary repatriations. In 1994, the downward trend in the funding of General Programmes was reversed. As at 31 December 1994, UNHCR had received $329 million towards General Programmes as compared with the previous year's figure of $311 million. Secondary income, in the form of cancellations of prior years' obligations, interest earnings and various transfers, allowed UNHCR to carry over $56 million into 1995. This carry-over helped cover expenditure in early 1995, in advance of confirmation by donors of $154 million announced at the pledging conference in New York in November 1994.

201. In 1994 special operations again amounted to some two thirds of UNHCR's operational activities. Appeals were launched, in conjunction with the Department of Humanitarian Affairs of the United Nations Secretariat, for operations in former Yugoslavia, the Afghan repatriation programme and the Rwanda-Burundi emergency as well as programmes in the Horn of Africa and the republics of the former Soviet Union. UNHCR issued its own appeals for Central America, the Mozambican repatriation and the repatriation to Myanmar and for a number of emergency operations. The Rwanda refugee crisis, the most sudden and acute emergency the Office has ever faced, led UNHCR for the first time to call on donor Governments to provide services and personnel directly in a massive international humanitarian operation. During 1994, the Office raised over $700 million for special operations, repatriations and emergencies, in addition to the amounts under General Programmes.

202. UNHCR entered a fifth consecutive year of exceptional expenditure, the fourth in which expenditure and budgets exceed the $1 billion level. A 1995 General Programmes target of $428.7 million has been set, the largest ever. For Special Programmes, the Office requires some $860 million. Requirements for the Rwanda-Burundi operation, as well as repatriations in Africa and Asia, remain urgent priorities, as do programmes in former Yugoslavia, the countries of the Commonwealth of Independent States and the Baltic States.

CHAPTER V

RELATIONS WITH OTHER ORGANIZATIONS

A. Cooperation between UNHCR and other members of the United Nations system

203. During the period under review, UNHCR continued to strengthen its collaboration with departments of the United Nations Secretariat, particularly the Department of Peace-keeping Operations, the Department of Political Affairs and the Department of Humanitarian Affairs. With regard to the last, UNHCR participated actively in all meetings of the Inter-Agency Standing Committee, as well as in the task forces and working groups established by the that Committee. During the period under review, UNHCR both loaned and seconded staff to the Department of Humanitarian Affairs and assisted in the strengthening of field coordination, inter alia, by releasing staff to act as humanitarian coordinators.

204. UNHCR continued to strengthen bilateral collaboration arrangements with other agencies of the United Nations system, in particular with WFP, UNICEF, WHO and UNFPA, notably in the context of humanitarian emergencies, such as in UNHCR operations in the former Yugoslavia, the Great Lakes area of central Africa, West Africa, the Central Asian Republics and the Horn of Africa.

205. UNHCR collaborated with non-governmental organizations and, increasingly, with agencies and programmes of the United Nations system in activities such as food aid, immunization and health care, water supply and sanitation, mother and child medical care, family planning, and education.

206. Apart from cooperating closely with UNDP in development-related activities, UNHCR has also participated actively in various forums, particularly in the context of the work of the Administrative Committee on Coordination and the Consultative Committee on Programme and Operational Questions, where system-wide guidelines have been drawn up for practical work within the continuum from emergency relief to development. The launching of quick impact projects (QIPs) in various operations world wide, to assist in consolidating repatriation programmes, has resulted in the signing of country-specific inter-agency agreements, thus advancing inter-agency cooperation. In order to highlight issues and challenges, and to arrive at common solutions, UNHCR staff continued to take part in field coordination workshops for senior United Nations system representatives, which have proven a useful tool in furthering inter-agency collaboration and understanding.

207. With a view to streamlining inter-agency cooperation, UNHCR continued in 1994 to analyse its formal cooperation with other United Nations agencies and programmes with an emphasis on regional commissions and banks. The signing of country-specific memoranda of understanding with UNDP and WFP in Mozambique signified concrete results which have emerged from those activities. Similar agreements were expected to be signed during 1995 upon the conclusion of the in-depth assessment of all aspects of UNHCR's cooperation with other United Nations agencies.

208. In conjunction with other United Nations organizations, UNHCR has participated in preparatory work for United Nations-sponsored world-wide conferences and events and has actively taken part in the events. The work has mainly concentrated on the International Year of the Family (1994), the United

Nations Year for Tolerance (1995), the International Conference on Population and Development (1994), the World Summit for Social Development (1995), the Fourth World Conference on Women (1995) and the United Nations Conference on Human Settlements (Habitat II) (1996).

B. Relations with other intergovernmental organizations

209. Apart from close collaboration with its traditional intergovernmental partners, such as the International Organization for Migration, UNHCR continued to enhance its cooperation with the OSCE, especially in the Caucasus and other areas of the Commonwealth of Independent States (CIS), and with various European Union organs, in particular the European Community Humanitarian Office. During 1994, UNHCR collaborated with intergovernmental organizations on the basis of ad hoc agreements; no formal memoranda of understanding were concluded. In 1994, UNHCR and IOM continued their fruitful collaboration in the execution of mass information campaigns targeted in particular at potential migrants from the Russian Federation and other CIS countries.

C. Relations with non-governmental organizations

210. The series of six regional Partnership in Action (PARINAC) meetings, which involved the bringing together of some 450 non-governmental organizations from all over the world, culminated in a four-day global conference held at Oslo from 6 to 9 June 1994. The meeting synthesized the proposals that had emerged from the regional conferences into a plan of action for improved collaboration between UNHCR and non-governmental organizations, which, together with the Oslo Declaration, was adopted by the meeting.

211. During the latter part of 1994, UNHCR field offices were asked to identify priority PARINAC recommendations for implementation in their countries/regions. The recommendations were discussed with non-governmental organization partners in order to identify proposals for follow-up activities by PARINAC in 1995. Priority areas identified by field offices included coordination activities, training, and capacity-building. The field offices have also included PARINAC items in their monthly situation reports to headquarters, and quarterly briefings are provided to the Senior Management Committee by the non-governmental organizations coordinator.

212. The first regional PARINAC follow-up meeting for the southern African region, held at Johannesburg on 19 and 20 January 1995, brought together UNHCR and focal points of non-governmental organizations from all countries in the region to review implementation of PARINAC proposals resulting from consultations at the regional level, to identify proposals which have regional implications, to share the successes and difficulties in the initial stage of the process, and to establish a set of objectives for PARINAC follow-up in 1995 and 1996. Further regional follow-up meetings were planned during 1995.

213. The PARINAC process has strengthened UNHCR's dialogue with non-governmental organizations and has renewed commitment to the common search for solutions.

214. In 1994, in addition to the regular pre-Executive Committee meeting of UNHCR and non-governmental organizations a consultation was organized between non-governmental organization representatives and Executive Committee members to discuss those aspects of the PARINAC recommendations that have particular implications for Governments.

215. Three briefing sessions with non-governmental organizations on the Rwanda emergency were held, in September and November 1994 and March 1995, and one on protection matters, in December 1994. Quarterly meetings were planned in order to continue the dialogue with non-governmental organizations on UNHCR operations.

Notes

1/ A/AC.96/830.

2/ A/AC.96/821, para. 19.

3/ Official Records of the General Assembly, Forty-ninth Session, Supplement No. 12A (A/49/12/Add.1), para. 20.

4/ A/AC.96/821, para. 21.

Table 1. UNHCR expenditure in 1994 by regional bureau/country and main types of assistance activities

(All sources of funds)

(Thousands of United States dollars)

Regional bureau/country or area	Type of assistance						
	Emergency assistance	Care and maintenance	Voluntary repatriation a/	Local settlement	Resettlement	Administrative support	Total
1. Africa b/							
Angola		7.5	5 094.5	59.9	2.2	139.2	5 303.3
Benin	508.0	3 491.4		96.7	5.1	172.0	4 273.2
Burundi	31 674.2	656.1	7 300.0	259.4	6.5	196.6	40 092.8
Cameroon		161.1	43.8	423.3		103.6	731.8
Central African Republic		2 349.5	14.5	195.0		16.6	2 576.6
Côte d'Ivoire	1 000.0	108.2	70.0	6 267.0	5.7	283.1	7 734.0
Djibouti		2 522.0	534.2		7.3	145.8	3 209.3
Eritrea	446.8	3.0	3 183.9		2	137.5	3 773.2
Ethiopia		9 781.3	1 426.9	3 757.1	111.6	770.8	15 847.7
Ghana	796.2	2 518.2	10.0	117.2	0.2	156.3	3 598.1
Guinea		15 317.2	500.0	9.0	2.2	296.0	16 124.4
Kenya		30 454.4	9 145.9	744.1	707.5	1 648.0	42 699.9
Liberia	170.4	1 565.8	2 614.2	55.8		281.4	4 687.6
Malawi		14 205.9	5 925.6	2.0		310.1	20 443.6
Mozambique		907.3	42 485.3	7.3		1 311.2	44 711.1
Rwanda	31 001.8	64.4		23.1		351.3	31 440.6
Senegal		1 413.9		1 333.5	10.1	390.1	3 147.6
Sierra Leone		849.9	563.4	215.5	1.5	34.4	1 664.7
Somalia		67.2	4 495.3				4 562.5
Sudan		2 838.4	2 497.3	8 526.5	298.6	1 005.4	15 166.2
Swaziland		1 219.4	154.2	179.6		111.1	1 664.3
Uganda	1 774.3	4 631.8	852.7	10 699.9	3.3	428.8	18 390.8
United Republic of Tanzania	70 083.9	876.4	1 733.5	1 675.6		286.9	74 656.3
Zaire	96 160.8	5 709.5	748.8	2 501.1	27.1	304.6	105 451.9
Zambia		1 318.5	1 435.9	2 472.5	2.1	295.7	5 524.7
Zimbabwe		2 937.0	7 887.5	16.7	0.6	173.8	11 015.6
West Africa	1 628.2	2 747.3	1 503.8	248.3	14.9	203.0	6 345.5
Other countries in Africa		2 131.8	6 745.7	1 423.7	4.2	948.2	11 253.6
Subtotal	235 244.6	110 854.4	106 966.9	41 310.8	1 212.7	10 501.5	506 090.9

Regional bureau/country or area	Type of assistance						Total
	Emergency assistance	Care and maintenance	Voluntary repatriation a/	Local settlement	Resettlement	Administrative support	
2. Asia and Oceania							
Bangladesh	25.0	15 751.1	2 271.9	0.2	3.9	420.7	18 475.8
Cambodia		27.4	2 627.0			107.3	2 761.7
China	25.0	179.6	83.0	2 202.7	2.0	209.9	2 702.2
Hong Kong		12 307.7	4 063.9	0.5	421.7	408.7	17 202.5
Indonesia		1 984.3	799.7		1.0	39.1	2 824.1
Malaysia		3 324.8	329.4		213.5	204.2	4 071.9
Nepal		6 275.3		274.6		242.6	6 792.5
Philippines		2 121.3	520.1	0.3	4 359.9	148.0	7 149.6
Thailand		12 036.2	1 326.3	49.0	300.2	610.5	14 322.2
Viet Nam		1 563.2	1 906.1	9 203.5	2.0	72.8	12 747.6
Other countries in Asia	25.0	13 423.1	13 078.7	899.9	467.9	1 668.8	29 563.4
Australia and New Zealand		900.2		66.7		145.7	1 112.6
Subtotal	75.0	69 894.2	27 009.1	12 697.4	5 772.1	4 278.3	119 726.1
3. Europe							
Armenia		4 293.3				114.4	4 407.7
Austria		412.9	41.3	749.8	0.8	270.0	1 474.8
Azerbaijan	6 255.7	2.1	1.9			64.0	6 323.7
Belgium			14.2	1 069.5		282.2	1 365.9
France			160.4	1 627.3	0.3	132.7	1 920.7
Georgia	5 145.7	2.9	1 351.9			148.8	6 649.3
Germany		147.9	0.7	2 040.8		315.7	2 505.1
Greece		1 597.3	4.2	0.1	4.1	84.3	1 690.0
Hungary		2 963.6	9.2	272.6	0.3	166.4	3 412.1
Italy		1 428.9	5.2	1 567.1	39.9	446.2	3 487.3
Russian Federation	500.0	7 848.6	67.8	300.9	7.4	410.0	9 134.7
Spain				714.0		195.1	909.1
Turkey		2 913.3	380.0	8.1	441.0	438.8	4 181.2
United Kingdom		27.7	150.0	1 361.3		145.7	1 684.7
Former Yugoslavia		222 714.8	4.2		219.1	3 586.7	226 524.8
Central and Eastern countries		1 725.0	15.1	625.8	2.0	295.2	2 663.1
Western countries		595.3	7.9	2 167.3	9.7	479.0	3 259.2
Subtotal	11 901.4	246 673.6	2 214.0	12 504.6	724.6	7 575.2	281 593.4

Regional bureau/country or area	Type of assistance						
	Emergency assistance	Care and maintenance	Voluntary repatriation a/	Local settlement	Resettlement	Administrative support	Total
4. Americas							
Belize				2 641.9		130.5	2 772.4
Canada		10.1	33.0	851.1		83.5	977.7
Guatemala		2.2	4 941.7	1 394.3	0.6	281.8	6 620.6
Mexico		1 994.7	2 164.3	7 084.8	4.5	758.4	12 006.7
United States of America	149.8		38.1	1 843.7		353.0	2 384.6
Northern South American countries	153.1	2 256.0	986.4	905.5	41.3	374.5	4 716.8
Central American countries		6.0	229.6	4 446.9	1.3	433.2	5 117.0
Southern South American countries		2 258.6	405.2	2 066.6	24.1	358.4	5 112.9
Subtotal	302.9	6 527.6	8 798.3	21 234.8	71.8	2 773.3	39 708.7
5. South-West Asia, North Africa and the Middle East							
Afghanistan	4 053.4	1 062.5	5 617.2			186.2	10 919.3
Algeria		7 743.9	0.9		2.4	95.4	7 842.6
Cyprus		12 596.3		4.0	1.3	89.0	12 690.6
Egypt		1 954.5	19.6	105.9	27.8	249.4	2 357.2
Iran (Islamic Republic of)		440.8	5 797.6	9 533.3	114.0	529.3	16 415.0
Iraq	973.9	1 950.4	1 342.8		32.5	270.3	4 569.9
Mauritania		6 402.9	0.5	1.3	0.3	173.8	6 578.8
Pakistan		19 365.6	1 995.5	17.8	17.4	834.0	22 230.3
Yemen		2 785.7	337.5	81.6	5.6	139.2	3 349.6
Central Asian Republics	7 579.2		1 500.0	8.6		336.8	9 424.6
Other countries in North Africa		1 234.5	93.0	142.8		50.6	1 520.9
Other countries in Western Asia		3 938.4	93.1	813.0	102.1	465.2	5 411.8
Subtotal	12 606.5	59 475.5	16 797.7	10 708.3	303.4	3 419.2	103 310.6

Regional bureau/country or area	Type of assistance						
	Emergency assistance	Care and maintenance	Voluntary repatriation a/	Local settlement	Resettlement	Administrative support	Total
6. Headquarters and other programmes							
Global and regional projects	13 259.6	43 354.5	11 236.1	12 792.9	63.7	59 250.3	139 957.1
Total	273 390.0	536 779.8	173 022.1	111 248.8	8 143.3	87 797.8	1 190 386.8
of which: General Programmes	20 672.8	239 741.5	21 335.2	75 892.8	4 584.8	28 470.3	390 697.4
Special Programmes	252 717.2	297 038.3	151 686.9	35 356.0	3 563.5	59 327.5 c/	776 064.7
United Nations regular budget						23 624.7	23 624.7

a/ Including assistance to returnees in countries of origin.

b/ Excluding North Africa which is included in 5.

c/ Including expenditure for the Fund for International Field Staff Housing and basic amenities.

Table 2. Contributions to UNHCR assistance programmes
(As at 31 March 1995)

(In United States dollars)

1994			Donor	1995		
General Programmes	Special Programmes	Total		Total	General Programmes	Special Programmes
			A. Governments			
50,000		50,000	Algeria	50,000	50,000	
			Argentina	49,985	49,985	
5,531,915	5,000,910	10,532,825	Australia	5,877,863	5,877,863	
435,185	522,931	958,116	Austria	454,545	454,545	
	100,000	100,000	Bangladesh			
904,153	1,471,121	2,375,274	Belgium	1,915,657	781,250	1,134,407
7,822		7,822	Botswana			
50,000		50,000	Brazil			
	100,000	100,000	Brunei Darussalam			
13,384,314	12,000,509	25,384,823	Canada	3,568,929	714,286	2,854,643
20,000		20,000	Chile	50,000		50,000
250,000	298,851	548,851	China	250,000	250,000	
18,995		18,995	Colombia			
5,857	4,000	9,857	Cyprus			
	100,000	100,000	Czech Republic			
17,820,641	20,734,696	38,555,337	Denmark	17,037,622	16,155,089	882,533
1,000		1,000	Djibouti			
500		500	Dominican Republic			
5,370,762	5,513,971	10,884,733	Finland	7,429,696	6,805,190	624,506
4,781,565	5,798,771	10,580,336	France	6,477,630	2,707,931	3,769,699
4,810,308	10,245,127	15,055,435	Germany	11,470,917	5,769,231	5,701,686
			Ghana	5,000	5,000	
270,000	73,112	343,112	Greece			
10,000		10,000	Holy See	10,000	10,000	
20,000		20,000	Hungary	20,000	20,000	
70,423	56,000	126,423	Iceland	72,464	72,464	
4,000	205,000	209,000	Indonesia	4,000	4,000	
1,248,800	1,792,824	3,041,624	Ireland	234,989		234,989
78,455		78,455	Israel	40,116	40,116	
7,861,635	7,137,175	14,998,810	Italy	1,086,420		1,086,420
22,850,000	97,906,550	120,756,550	Japan	400,000		400,000
6,000		6,000	Lao People's Democratic Republic	6,000	6,000	
10,000		10,000	Libyan Arab Jamahiriya			
	37,879	37,879	Liechtenstein	37,879	37,879	
46,875	361,765	408,640	Luxembourg	62,500	62,500	
20,000		20,000	Malaysia	20,000	20,000	
1,962		1,962	Malta			

1994			Donor	1995		
General Programmes	Special Programmes	Total		Total	General Programmes	Special Programmes
100,000		100,000	Mexico			
2,000		2,000	Micronesia			
6,357	30,000	36,357	Monaco	7,340	7,340	
15,000		15,000	Morocco			
31,975,483	27,793,901	59,769,384	Netherlands	25,760,251	24,512,644	1,247,607
361,500	201,505	563,005	New Zealand			
18,648,383	26,698,188	45,346,571	Norway	23,040,324	19,222,726	3,817,598
4,000	50,000	54,000	Oman	4,000	4,000	
500		500	Panama	500	500	
2,681		2,681	Philippines	2,500	1,250	1,250
150,000	140,000	290,000	Portugal			
100,000	492,000	592,000	Republic of Korea	300,000	300,000	
	1,063,100	1,063,100	Russian Federation			
	12,591	12,591	San Marino			
		10,000	Saudi Arabia			
10,000		2,407,450	Spain			
1,594,731	812,719	2,326	Sudan	5,025	5,025	
2,326		81,007,978	Sweden	8,506,344		8,506,344
42,006,638	39,001,340	21,702,489	Switzerland	8,354,593	8,333,333	21,260
8,449,884	13,252,605	25,000	Thailand	64,800	15,000	49,800
15,000	10,000	56,175	Tunisia	5,102	5,102	
5,155	51,020	880,000	Turkey	75,000	75,000	
75,000	805,000	350,000	United Arab Emirates			
350,000			United Kingdom of Great Britain and Northern Ireland	14,061,653	9,603,175	4,458,478
22,423,041	45,741,355	68,164,396	United States of America	107,687,800	85,100,000	22,587,800
97,676,183	157,813,135	255,489,318	Viet Nam	1,500	1,500	
6,000		6,000				
309,921,029	483,429,651	793,350,680	Total	244,508,944	187,079,924	57,429,020
			B. European Union			
16,447,613	217,999,372	234,446,985	European Commission	34,643,478	757,020	33,886,458

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1994			Donor	1995		
General Programmes	Special Programmes	Total		Total	General Programmes	Special Programmes
			C. Intergovernmental organizations			
	400,000	400,000	**Opec Fund**			
			D. United Nations system			
	12,653,000	12,653,000	Total	520,745		520,745
			E. Regional/autonomous authorities, non-governmental organizations and other donors			
2,700,604	26,201,622	28,902,226	Total	1,493,834	59,882	1,433,952
329,069,246	740,683,645	1,069,752,891	Grand total	281,167,001	187,896,826	93,270,175